SURVEY MIDMONTHLY

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The main moral from Reginald Robinson's new facts about the causes of delinquency and neglect seems to us to be that we usually do what we set out to do. More than a quarter century ago social work leaders set out to give better care to children *after* they became neglected and delinquent. Connecticut today, his study shows, is doing pretty well on that count.

But the story about the program to keep children from becoming neglected or delinquent is quite different. So far, social work leaders have never really set themselves to this preventive task. If they will, there seems no good reason why the next quarter century shouldn't be equally productive in reducing and controlling these twin problems.

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By no means irrelevant is Ruth Elizabeth Beck's suggestion that our supply of foster homes may be just about permanently exhausted. (See page 37.) If that's the case, it doesn't take a major prophet to predict that the pendulum of community attention will swing toward preventing the necessity of breaking up families. That's the crux of the matter, according to the findings of the Connecticut study.

ANOTHER "THIRD"

Another celebration of Survey Associates "third of a century" will have come and gone by the time this *Midmonthly* comes off the press. Our annual meeting, dedicated to the interests of *Survey Graphic's* January Special "Segregation" issue is scheduled for January 27, at the auditorium of the New School for Social Research, New York City. Speakers include W. W. Alexander, Julius Rosenwald Fund; Charles S. Johnson, Fisk University; Mrs. Harper Sibley, United Council of Church Women. We cordially invite you "to have been there."

PENETRATING, INDEED

"Surveys are one of the accepted means of solving a problem," cogently comments President Devereux C. Josephs in the annual report of the Carnegie Corporation, "but the greatest likelihood of solution comes from the perception of a single person, aided if necessary by research assistants. . . . Advocates of surveys are warned that it is difficult to find wise and penetrating persons. . . . Therefore, proposals that include names of competent and available surveyors make greater appeal for consideration than do those which merely indicate the need for inquiry."

CONCEPT CREDIT LINE

It's a pleasure to supply the credit line for the following, taken from *Wisconsin Welfare's* summary of the 1946 state conference: "The rapid growth of the concept of 'recreation for everybody' has given increasing importance to the matter of analyzing community recreation needs and assets." (See *Survey Midmonthly*, February 1946, "Recreation for Everybody"—a special section.)

COULD BE

Could be that social work leaders are getting ready to set out to do something about the prevention of another problem. At any rate, the introduction to the third quarter (1946) issue of the *Pennsylvania Public Assistance Review* notes that "a constructive approach to the problem of *dependency,* demands an understanding of the *factors* which tend to bring about a high incidence of financial dependency," and "the encouragement of long range measures designed to reduce the need for assistance."

Wherewith the *Review* discovers that the counties with present highest dependency rates also had the highest rates during the depression. And it proceeds to examine some of the underlying economic trouble in these high rate counties, with the intent of digging up some good answers to the question: "What can be done to reduce the need for assistance?"

WORD FOR IT?

"The Institute for Parents commemorates the fiftieth anniversary of the Family Service Society and marks the beginning of a new period of service with increasing emphasis on prevention of *disharmony* within the family." (From "50 Years," Family Service Society, New Orleans, La. Italics ours.)

Apparently the Greeks are still searching for a word for it. At the moment, we're giving "disorganization" top line billing.

GROUND SWELL

Recreation stirrings at state capitols as described by Charles Brightbill (see page 35) may well indicate one of those "ground swells" which recurrently sweep the country with some new social movement. If so, we hope that governors and state legislators will heed his set of guiding principles.

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There seems no good reason why public recreation should not learn something from the errors and successes of public welfare and public health as well as from introspective contemplation of its own "growing pains."

JUST RELAX

In the fifty-third annual report of the National Society for Epileptics to His Majesty the King (George VI) we find under "Report of the visiting psychologist," on otherwise blank page 19, the following:

"Owing to heavy pressure of work, it was not possible for the Visiting Psychologist to complete her usual report before we went to press."

PROGRESSIVE EDUCATION?

Combat veterans among its 3,500 GI students are getting the most out of their education, according to a recent survey by the University of Buffalo. Reason—determination. Veterans who never went overseas or who performed merely occupational duties are flunking out at a greater rate than the nonveteran high school graduate. Reason—lack of determination.

ANSWERS TO "WHITHER?"

The number of women acting as heads of families in the United States decreased from a wartime peak of more than 8,200,000 to 6,600,000 in February 1946, estimates the Bureau of the Census. . . . Total number of families increased from 37,450,000 in May 1945 to 37,900,000 in February 1946. . . . City migration resulted in a net loss of 800,000 farm families between 1940-45. . . . Nineteen million five hundred thousand or 51.5 percent of all families had one or more children under eighteen years of age living in the home—an increase of 1,600,000 since 1940.

HONORS

By the Illinois Welfare Association, Awards for Outstanding and Meritorious Work in the Field of Social Welfare, to: George B. McKibbin, chairman, Board of Public Welfare; Joel D. Hunter, general superintendent, United Charities, Chicago; Sophonisba Breckinridge, School of Social Service Administration, University of Chicago; David E. Lindstrom, division of rural sociology, University of Illinois.

CHATTER

A bill to establish a Federal Department of Health, Education, and Security has been introduced in the Senate by Senators Fulbright (D) and Taft (R). Also one in the House, by Representative Oren Harris (D), which would set up a Department of Welfare in the Cabinet with divisions of health, education, and security. . . . A forty-hour week for all personnel has been in effect since October 1945 at the Holston Valley Community Hospital, Kingsport (Tenn.). . . . There are 724 cities now operating under the city manager plan. . . . Sixty percent of the American Indians still have not received full citizenship. . . . The Arkansas State Board of Health is training about 1,000 midwives in modern methods of childbirth as a stopgap measure during the doctor shortage. . . . Median load of four cases per 1,000 population was carried by 100 private nonsectarian family agencies during 1945. . . . John R. Mott, 81-year-old president of the World Alliance of the YMCA and 1946 Nobel Peace Prize winner, was given a testimonial dinner at the Hotel Roosevelt in New York last month. . . . The United States has nearly half of all the professional nurses in the world. . . . Almost two thirds of America's peacetime recreation spending is for movies, theaters, and amusements. . . . The goal for the 1947 campaign of the American Red Cross is $60,000,000.

ALL-TIME HIGH

Marriage licenses issued in the first nine months of 1946 totaled over 595,000—more than for all of 1942, the previous record year. New babies also made a record—2,259,000, one percent over the high of 1943.

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States Move for Recreation

CHARLES K. BRIGHTBILL, of the Federal Security Agency, gives the facts on the increased public interest in recreation.

Perhaps people are demanding more fun out of life. Perhaps trends in recreation are just starting to catch up with health and welfare. Perhaps *c'est la guerre.* But whatever the reason, state governments are fast moving into a long existent vacuum in recreation planning. Last year, thirty-one states either passed legislation, considered legislative proposals, appointed commissions to study, or otherwise gave evidence of serious intent to modernize their state recreation functions. Nineteen forty-seven, with forty-four of the forty-eight state legislatures in session, is likely to set a milestone of progress in this too neglected area.

During the past forty years, to be sure, many state governments have done something about recreation and some have done a good deal. But it has been a piecemeal undertaking, with separate bits of the recreation job hidden away in different departments which have other major purposes.

Thus, state park departments administer properties that include camps, beaches, swimming pools, museums. State conservation departments make a broad contribution to recreation in discharging their responsibility for the conservation of forests, game fish and wild life, and the development of waterways. State departments of education help promote physical activities, games, sports, adult education, and the use of school buildings for recreational purposes. The extension divisions of state colleges are interested in stimulating recreation for the rural population. In addition, state highway departments, libraries, youth commissions, welfare, health, commerce departments, and state planning boards perform functions directly or indirectly related to recreation.

The most plausible reason for the new state interest in recreation is that it took World War II to make people realize that recreation for everybody cannot be provided in this piecemeal fashion. From 1940 on, cities and towns suddenly found themselves engulfed by military personnel and industrial workers whose recreation needs far outstripped the community resources. In trying to meet these emergency needs, they discovered that they had to look at the *total* problem of providing community recreation, and not just at their park facilities, or their school playgrounds or their summer sports, or their programs for social recreation. Indeed, it is not too much to say that they discovered that the *problem* of community recreation is no less of a problem for the whole community than is community health or community welfare.

Results of War Experience

They also discovered that they needed help in planning to meet their emergency needs. They wanted to know how to organize their recreation systems, develop broad and varied programs for all groups, find funds to finance them, select and train leaders, plan buildings and programs. Naturally, they turned to their state governments and, when they did so, they discovered that what was everybody's business was nobody's business. There were able specialists who might give much advice and help at certain points, but there was no place to turn for help in connection with the general problem of community recreation. So all during the war, communities struggled to meet their war emergency needs as best they could—on their own, with help from national agencies, and from emergency-created state recreation committees, usually organized under the state defense council.

Thus, the widespread movement of the last two years is the logical outgrowth of this war experience. It is designed to make up for this deficiency in the state's discharge of its responsibility toward the problem of community recreation. As yet, it is too early to tell just what will emerge either by way of functions that will be accepted as appropriate for the state or by way of the patterns for their administration. But a brief review of some of the steps already taken or under serious consideration should give a clue to the direction in which states are moving.

For a long time about half of the states have had laws permitting a municipality to conduct a broad recreation program under any form of governmental organization which it deems suitable. This is the basic authority which any community needs in order to build a sound, flexible and comprehensive public recreation program. The wonder is, that only half of our states had gone so far as to take this elemental step. Within the past year, however, Alabama, Kansas, Maine, and New Mexico have joined this group, and Georgia, Indiana, and North Carolina have broadened considerably their original legislation.

Other more specific legislation went on state statute books, designed to give cities greater freedom and facility in developing their public recreation services. Indiana passed a bill providing a tax levy for recreation purposes in cities of second, third, fourth, and fifth classes. Wisconsin removed legislative prohibitions against charging for recreational activities in public buildings and other laws limiting the amount of funds which could be raised for recreation in fourth class towns. Special bills enabled Kansas City (Kan.) to create a recreation commission and Wyandotte County (Kan.) to set up a park board. Louisiana approved a constitutional amendment permitting the establishment of a recreation and park commission in Baton Rouge. South Carolina increased tax levies for recreation in several counties, and both Kentucky and Mississippi introduced bills to help broaden community recreation programs. Washington and Ohio are at work now on plans to liberalize their existing legislation.

State Agencies

In 1945, North Carolina established the country's first State Recreation Commission and many look upon this as a pioneer step in the development of state recreation service. Its purpose is to aid and advise communities throughout the state in developing their community recreation programs. Demands for help from cities, towns, and counties all over the state already have demonstrated the popularity of its service. Following much the same pattern, Vermont has plans to place the services of its state recreation director,

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whose appointment was authorized by the legislature more than two years ago, under a more formally organized state recreation board or commission. In New Hampshire, a full time recreation director has been placed in the Department of Forestry and Recreation, and given equal and independent status with the State Forester.

The Kentucky legislature authorized the governor to establish a Division of Recreation in the Conservation Department, but independent of the Parks Division. Washington made a two-year appropriation of $250,000 for recreation to give grant-in-aid assistance through the State Department of Education. In California, the State Department of Education has set up a recreation service and employed a recreation specialist. The Missouri State Department of Resources and Development, which has embarked on a program of community recreation services, scheduled a statewide conference for January 1947 to discuss future plans relating to the program.

Bills calling for the establishment of state recreation commissions have been prepared and will be introduced at the 1947 legislative meetings in South Carolina and Georgia. California has plans under consideration for a State Recreation Department with proposed divisions of community recreation, parks, beaches, and fairs-exhibits. The Department of Education in Minnesota has requested an appropriation for recreation services, and Rhode Island recently added supervision of physical education and recreation to its State Education Department's staff functions. Florida, Connecticut, Massachusetts, Maine, and West Virginia undoubtedly will move toward permanent state recreation services.

Although the action taken or being considered by these different states varies as to administrative auspices, a common thread of purpose and function runs through all of them. They recognize that recreation is an integrated function, and not a miscellany of separate activities. They offer a state consultation and advisory service to cities and counties in developing their local programs of recreation for the whole community. In other words, for the first time, these states are accepting a responsibility for leadership in over-all recreation planning and development.

The need for such leadership recently was dramatically revealed in what is probably the most comprehensive study of state recreation needs ever undertaken. As part of the recreational and cultural resources survey of the State of Washington, public opinion polls were conducted in thirty-eight cities of the state. Hundreds of conferences and communitywide meetings were held in every part of the state. Forty-three percent of the people interviewed thought that their opportunities for suitable recreation were inadequate.

An inventory summary made it clear that the communities were weak in program, indoor facilities, leadership, and budget. Based on these and other findings the study recommended that (1) legislation enabling localities to develop recreation be enacted and (2) that a state recreation commission be established.

Other Expansion

In a variety of other ways, states have been strengthening and expanding their recreation resources during the past two years. California, for example, voted $15,000,000 for the acquisition of bays, inlets, and beaches. In creating the California Youth Authority, the legislature placed a recreation consultant on the staff. The Georgia Citizens Council, a statewide planning body created by the legislature, considers community recreation to be one of its most important functions. Planning boards in Illinois, Virginia, and Tennessee are studying recreation needs in those states, and similar studies are contemplated in Alabama, Ohio, and Indiana. Michigan and New York have created state youth commissions, and it is significant to note that the New York commission is providing financial grants-in-aid to eligible communities for recreation purposes.

Moreover, states are earmarking and appropriating funds for the acquisition, development, and operation of recreation areas and facilities of all types. In at least one state, funds have been appropriated on a matching basis to plan and organize sites for city and county recreation improvement projects. A number of these facilities and areas are in the process of development.

Finally, state colleges and universities increasingly are assuming more responsibility for the training of recreation personnel. Some are going beyond this function and are providing field service throughout the state. Among the institutions of higher learning which are providing such field services are the state universities of Connecticut, Indiana, Michigan, Minnesota, North Carolina, Wisconsin, Virginia, and Pennsylvania State College.

Principles and Policies

Although states are fast accepting the obligation to provide recreation leadership and service, we are at the moment in a period of inevitable confusion as to just how and under what auspices that responsibility can best be discharged. Probably no single infallible formula ever will be completely applicable to all states, and certainly the present process of trial and error experimentation will help sharpen up the principles and policies that will make for an adequate and efficient state program.

It should be clear, however, that responsibility for advice and service to local communities cannot be spread aimlessly among half a dozen different departments having an incidental or secondary interest in recreation. Some official administrative unit must be set up for that purpose. It should have status correlative with the units responsible for other major state functions. The funds appropriated to it should be protected from diversion to allied fields or to other purposes. If, for practical reasons, it seems better to locate the unit in some existing department rather than to give it separate and autonomous status, the largest possible degree of independence and authority should be assured. The people of the state must know for a certainty where they can look for help in solving the sum total of their problems of community recreation.

In making particular decisions to this general end, states may well keep in mind certain principles and factors which organizational and administrative experience in this field as well as others, shows to be important:

1. Opportunity for a free and easy flow of information, consultation, and service to the many different types of authorities under which local community recreation is administered should be a primary consideration.

2. Equally, the unit should be so established that it will have opportunity to bring together and rally in the interests of over-all recreational planning not only the recreational resources of the state itself, but also those of voluntary agencies, industrial, commercial, church, and civic groups.

3. Policies in respect to financial

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support must be adequate and clear-cut. The recreation service unit should have its own budget for its own purposes with maximum assurance for stabilized development.

4. The task of providing consultation, advisory, promotional, and coordinating service does not mix with the task of administering direct recreational service. Seldom, if ever, can these two functions exist side by side under the same administrative authority, without one competnig with the other.

5. Continuity and stability needs to be preserved and strengthened. It is common knowledge that some state departments are subject to major policy and personnel changes for a variety of reasons, sometimes political and sometimes functional. The recreation function should be placed so that it will stand on its own feet in this respect and not be forced to withstand stresses directed primarily at some other function of state government.

6. The recreation body must have the freedom and prestige necessary to bring to the electorate a clear understanding of the state's function in this field, of the service which it provides, and the policies which govern its operation.

TODAY, THE INTEREST OF THE PEOPLE of this country in the satisfactions which come from the constructive use of their leisure time is at an all-time high. The manner in which states organize to meet the demands upon them will be a great determining factor in recreation's future role as one of our basic social services. The present trend is to give to recreation authorities freedom and independence of action; to place the emphasis on service to total community recreation needs; to expedite the unhampered flow of recreation services to the communities; to provide for the permanency, continuity, and integrity of recreation as a separate and necessary public function; to place the accent on promotion and coordination rather than direct operation, and to guarantee that these services will have well-grounded, stable, fiscal support.

These are sound and hopeful trends and they deserve encouragement and support from everyone who has at heart the happiness and well-being of our American way of life.

For, although public recreation in this country has a relatively short history, it has been a laudable one in tune with the basic purposes of our democracy. Its future, as well as its past, rests solidly upon the recognition and growing acceptance of recreation as a definable but multiple force, vital in the lives of everyone, and in the total national culture and economy.

Foster Family Care in Crisis

It's time to be realistic about our ability to attempt to meet the demand for this service, says RUTH ELIZABETH BECK.

"I'm sorry, we haven't a boarding home for your baby. I can't be sure when we may have one." Intake workers in children's agencies all over the country have come to know these lines by heart. The demand for foster homes exceeded the supply all during the war years. The shortage continues to be acute. One may ask whether this situation can be regarded much longer as a "temporary emergency," or whether there is a probability that communities are reaching a saturation point in their capacity to absorb the care of all those children who must live with foster families rather than their own natural families.

If this is a probability, it means reexamining some of our traditional ideas about child care. For a good many years progressive children's agencies have worked hard to develop good foster family care. The goal has been to have foster family facilities just as available as institutional facilities have been. A good foster home has been the successful rival of a poor natural home. If a foster home saturation point, either a potential or an actual one, is just around the corner, this has vital meaning to the future planning for service to the children of our communities.

To predict the future availability of foster homes is not possible. "Saturation points" in any field have a way of vanishing in the face of new circumstances and new methods. It is quite possible, though, to examine the factors which have been making for the increased demand and, also, examine those factors which are restricting the supply of needed foster homes. The net results would cause one to think that the "expansionist era" in foster home care has about come to its conclusion.

Emerging Criteria

Examination of the experiences of several generations of foster children now clearly show that certain criteria, largely pertaining to children's emotional needs, have emerged which seem to show which child can best use foster family care. Certain danger signs have also been identified which tell us that a foster family placement may be poison to some other children. For these reasons we may regard the present as an "emotionally centered" era of foster family care.

The underlying reasons for increased demand, of course, are to be found in the tremendous social changes which have affected and disrupted family life during the past decade. The back wash of the depression, physical and emotional strains of the war years—all made for difficult, unstable family relationships. The result has been a steadily increasing number of children for whom care away from their own homes seems the constructive alternative. Accompanying this has been the convincing demonstration that, in a variety of circumstances, a flexible foster home program can produce good results for children with many kinds of difficult problems.

Historically, poverty and neglect were the principal reasons for taking a child away from his own home, if any, and for placing him in a foster home. Now, we know that children with behavior problems, convalescent children, those with a chronic difficulty such as diabetes, subnormal children, those with or without natural parents, often can be given new opportunities in well selected, well supervised foster homes. In one sense this is a professionally produced demand, no different

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from the new demands and new opportunities created by the deepened and increased competence of any specialty.

On the other hand, it has been observed that both community and the professional agencies can fall into the habit of regarding foster family care as a panacea for all problems presented by children. The very flexibility of the service has tended to make it become a catchall for children presenting all sorts of needs. Housing arrangements or lack of any arrangements, for example, may seem to make placement of the children the only and an excellent way out. This is an unreal oversimplification.

One way to retain perspective in the face of professionally induced increase in demands, therefore, is to keep clearly in mind that foster care is not necessarily the answer for every child with problems. Indeed, unless this is kept in mind; the experience value to the child will be seriously diluted. Too many infants placed in a single boarding home, so that each baby gets only a minimum of individual attention is a good example of such dilution. Behavior studies have long since demonstrated the tremendous price in personality development paid by babies under such circumstances.

Another type of dilution stems from pressure for replacement. One little girl recently went into her thirteenth foster home, a fearfully costly experience with a high ratio of emotional hazards. Little wonder that she is no longer trying to succeed.

If careful and responsible casework diagnosis fails to show sound reasons for separating a child from his parents, he should not be allowed to swell the stream of foster care demand already pressing upon the communities' diminishing foster home resources. At least at this point, placement agencies can exercise a measure of control over the factors of demand.

Supply

We must recognize that for certain types of children, the shortage of suitable homes is of fairly long standing. Even before the war it was becoming increasingly hard to find homes of the quality needed for the successful treatment of adolescents, children with behavior problems, large families of children and, indeed, just boys, in contrast to "attractive, blue eyed girls."

Difficulties have increased, and it cannot be said that a decade of effort has shown great success in meeting them. We have, for example, been compelled to make long overdue increases in the rates paid to boarding parents. This, in turn, has helped clear up a good deal of confusion about this practice. It has served to dispel the notion that the presence of a child in the foster family and the affectional outlets which were provided could be calculated as part payment "in kind," for the effort and expense incurred. The niggardliness of payments of the past were hidden by a rosy-hued halo of personal relationship. For the purpose of foster care is to provide emotional and developmental opportunity to the child with the foster family as people, simulating a natural family. Foster parents are entitled to the kind of board payment which, in part, at least, will reflect their effort.

Better board rates probably have helped "hold the lines," but that they will attract a large number of new foster homes has yet to be demonstrated. Practically, of course, the attraction of increased rates is discounted by the relentless rise in living costs.

Moreover, the increase in board rates is making it more and more difficult for the child's own parents to pay the cost of foster care. The current rates, commonly from $50 to $70 and, occasionally in special cases, $80 a month, revealed by a recent metropolitan inquiry, are too high for some parents to pay, quite apart from their willingness to meet their obligations. In one agency it was found that mothers particularly were unable to meet these costs.

A mother who has worked through her own feelings about placing her child may have to change her mind, while the child is being boarded for the usual observation period, because she is unable to meet these costs. Confronted by a $65 a month board payment, after facing what this will mean to her own standard of living, she may decide to keep the child with her although emotionally and realistically, she has already given him up. Even if she does decide to keep her child, she may have to cut down on her own clothing, dental and medical care, and

Bernard Ravitz photo. Courtesy of The Brooklyn Children's Aid Society

Waiting for a new foster home: too frequent moving exacts a high price

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even food purchases, which does not make her any happier about the necessity.

The care of infants, particularly, commands almost prohibitively high rates in some communities. The writer recently talked to the mother of a three months old daughter for whom she was paying $90 a month board, plus $30 for medical care and clothes, or a total of $120 for one month! This was an independent placement, however—that is, not one made through an agency.

Recruiting Devices

The communitywide social agency drive for foster homes is one of the more recent recruiting devices developed in this emergency, although a few communities had experimented with the device earlier. Some new homes have been secured but, on the whole, the results have not reached the hoped-for number. However, the joint drive has demonstrated some by-product values. By coming to agreement on aims and methods, child placing agencies have discovered that they can work together without too much lost motion. The drives create great community interest in child care and, generally speaking, the families who apply do so with a greater sense of urgency and more understanding of need.

These drives also have served to highlight the importance of bringing the community to a better understanding of what is involved in maintaining foster care service. A substantial proportion of the applications drawn up in such a dragnet have been discarded, and examination of the motives behind many of the applications reveals a wide variety of misunderstandings regarding the purpose and use of foster home placement. This has helped sharpen the professional worker's awareness of the community attitudes which need to be taken into account. In the past, as one worker put it, community attitudes have seemed "so simple, not at all subtle," that agencies have not always felt compelled to pay much attention to them.

Agencies now realize that a clear interpretation of the foster home job needs to be made to every applicant whether the application is accepted or not. This in turn helps screen the choice of foster families more reliably and a little more predictably.

On the other hand, the joint drive carries with it a public relations danger. When the agency is unable to use a particular application because the home is unsuitable, or because there is not enough staff to do the home study, or for other reasons, the information is apt to get abroad that the need is not as great as the advertisement suggested, or that the agency is immobilized by its own red tape. The appeals need to carry some simple screening devices, such as a statement regarding requirements as to age, religion, location of residence, and the like. They need to be couched in terms which will not commit the agencies for more immediate service than they have man hours to deliver.

Other than joint drives, the emergency has developed no recruiting methods that have not been long familiar to foster care agencies. Newspaper ads, either blind ads or those carrying the agency's name and address have been a traditional practice. As a result of the increasing use of advertising for homes, at least one large urban agency has now concluded that the blind advertisement is more advantageous in that it helps to take the curse off the process of eliminating unsuitable homes.

Worth noting is a gratifying recent experience with the editors of a group of rural and small town newspapers who, given the facts by the agency, wrote their own editorial appeals. The advertisements have been made more realistic by including something of the agency's methods in the appeal, so that no naïve notion gets about that application is tantamount to approval.

Visual exhibits, movie shorts, street car and subway display cards, informal talks to lay and professional groups, all have their continued place in the intensified effort to bring the supply of homes up to the level of demand. But it is probably true that the "word of mouth" interpretation by a foster mother to her friends, neighbors, and relatives is still the most satisfying source of new homes. Applicants thus recruited come to the agency with some realistic understanding of the place which the foster child will occupy in their home, of what working with the agency is like, and what the rewards will be.

Uncomfortable Spot

But as the results come in from the efforts of past years to find new recruitment devices and intensify the use of old ones, we are still left with the fact that the demand far exceeds the supply. Undeniably this is putting our foster care agencies in an uncomfortable position. The supply of seasoned homefinders is diminishing. There still seem to be plenty of adoptable children and plenty of families who want to adopt a child, but acute agency and personnel shortages leave the door wide open for independent placements, with no real safeguards.

Independent placement, and care in baby wards or shelters have increased at the same time that agencies are forced to close intake or tighten up on screening processes calculated to limit placement to those children who can "use the experience." Some children are kept with their own parents when every emotional and factual consideration points to the desirability of separation. Placement agencies are finding themselves in the unenviable position of becoming whipping-boys for all sorts of lacks in community resources for children. From top to bottom, agency staffs all over the country are worried about what to do, as they are caught between the upper and nether millstones of current conditions.

Perhaps the saving fact is that children's agencies are being forced into a more realistic scrutiny of their relationships to their clients and to their communities. Homefinders live a little more comfortably with the restrictions of housing shortages when they come to place a greater premium on foster parents' capacity to make a sound emotional investment in the child than upon the physical aspects of the home surroundings. Intake workers are profiting by clearer statements of the agency's function, for use with both lay and professional inquiries.

The caseworker who sees real results from skilled service to foster child and foster family achieves satisfactions which offset the irritations of day to day pressures. Realistically, administrators are beginning to count the new homes necessary to fulfill the casework community requirements. Over and above all, we are beginning to see that the placement of children in foster homes must be supported by a broad community program for the mobilization of other services and resources required for the needs of children. It is to community planning for the full use of preventive casework, mental hygiene, public assistance, social insurances, institutional and other services that we must look to keep foster care from becoming a community bottleneck.

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Molly Barton's Trouble

MARY OVERHOLT PETERS sketches the sort of incident which, though unrecorded in welfare reports, is somehow remembered.

"If you can do just a little better by the Widow Barton, Miss Scott, it sure would help. I tell you," the colored preacher lowered his voice to a whisper, "those children don't get enough to half fill 'em up when they eat."

"I'm going to see Mrs. Barton this morning. Thank you." The social worker started her car thoughtfully. "There is something wrong at Molly Barton's," she reflected. Three times this morning in three contacts with the community leaders of this small Negro settlement she had heard pleas for the Widow Barton. This had not happened before in the four years Miss Scott had been in this district, for Molly Barton had been one of the thriftiest, best managers imaginable. Her big garden and few fruit trees furnished an abundance of fresh and canned fruit and vegetables for the three grandchildren. The small flock of well-tended hens provided eggs for the family, and milk was received in exchange for milking a neighbor's cows.

In fact, Molly Barton's handling of the concededly inadequate maximum of $42 for three children had been a constant wonder and inspiration to those who knew the family. Recently things had been different. Molly Barton seemed anxious, ill at ease, defensive. "I probably can't do anything for her but give her another opportunity to tell me her trouble," Miss Scott reflected as she negotiated the skillfully contrived latch to the front gate.

Molly Barton's house was spotless. So was Molly, and the three round-eyed children she called in from the other room were as near spotless as is possible for active four to seven-year-olds, who have been playing. Baffled, Miss Scott rose to leave, and Molly followed her into the clean swept yard. The yard was kept "scraped" and not a blade of grass or a weed was allowed to grow. Against the picket fence of the side yard was a border of flowers, and it was her interest in these that took the visitor to the back yard. Still listening carefully to Molly's instructions on making nasturtiums bloom, Miss Scott's quick glance through an open door to the shed room took in a row of silent children, standing quiet, as though hidden. Their big dark eyes shone with evident fright at being discovered.

"And who are all the children?" Miss Scott asked conversationally, her attention only half caught. Molly stammered and mumbled unintelligibly, and the perspiration broke out on her face.

"Here's what I'm looking for, but I don't know what it is," Miss Scott said to herself. To Molly she said gently, "Do all these children live with you, Molly? Who are they?"

Molly mopped her perspiring face nervously. "Two of 'em is some more of my grandchildren," she said evasively, and then seemed to decide to unburden herself. "The little twin boys belong to my daughter Nellie. Nellie's a good girl, Miss Scott. She couldn't help what she done. Her first husband left her when the twins was little 'cause he said he got tired of hearin' one of 'em cryin' all the time the other didn't. Nellie married again three months ago, but her man didn't want the twins so she gave 'em to me. She planned to work and send me money for 'em, but she ain't been able to work since they went West. She ain't been well in that climate," Molly apologized.

"I see," Miss Scott nodded, "and the other children?"

"Those," Molly indicated two solemn-eyed little girls, "they're my youngest sister's kids." She stopped.

"Do they make their home here with you?" Miss Scott prompted. Her tone was kind.

"Yes'm, yes, they do. That is, they has for the last six months or more. My sister has TB and she's in the sanitarium. Their daddy ought to take care of them but he went down there where he could be close to her and he ain't sent me nothin' for 'em. I reckon it takes all he makes for room and board there."

"How about this other little girl and the boy here, Molly? Are they relatives?"

Molly looked relieved. "No'm, they ain't no kin to me. They belong to Jim and Susy Ross that was neighbors over here. They got a divorce and both married again and just left the country. Both of 'em claimed t'other had to keep the kids, so they both left 'em and there wasn't nobody to take care of them. I already had so many I just took them too," she finished lamely.

"And you've had nothing but your ADC check for three to keep all nine children?" Miss Scott asked.

"That's all, Miss Scott. I reckon I done wrong takin' money paid for orphan kid's keep for some that have fathers and mothers livin', but they weren't doin' any more for the kids than if they was dead. I'm sorry, Miss, if I been wrong, but I couldn't run 'em off. I kept thinking I'd tell you, and then I'd get afraid you'd say I couldn't keep 'em, so I hid them from you. Miss Scott, it's kind of slim gettin' on, but I can't send any of them away, please, Miss," she pleaded.

Slowly the anxious look slipped away and the brown face beamed as Miss Scott explained to her that the four related children could be included in her grant. "But," she added regretfully, "there's no way to take care of the Ross children."

"My goodness, Miss Scott, don't you worry about the Ross kids," Molly Barton laughed happily. "If there's enough to feed seven, it ain't goin' to be no trouble at all to take care of nine by doin' a little stretchin' and dividin'."

» We have learned . . . that much of the insensibility and hardness of the world is due to the lack of imagination which prevents a realization of the experience of other people.—JANE ADDAMS.

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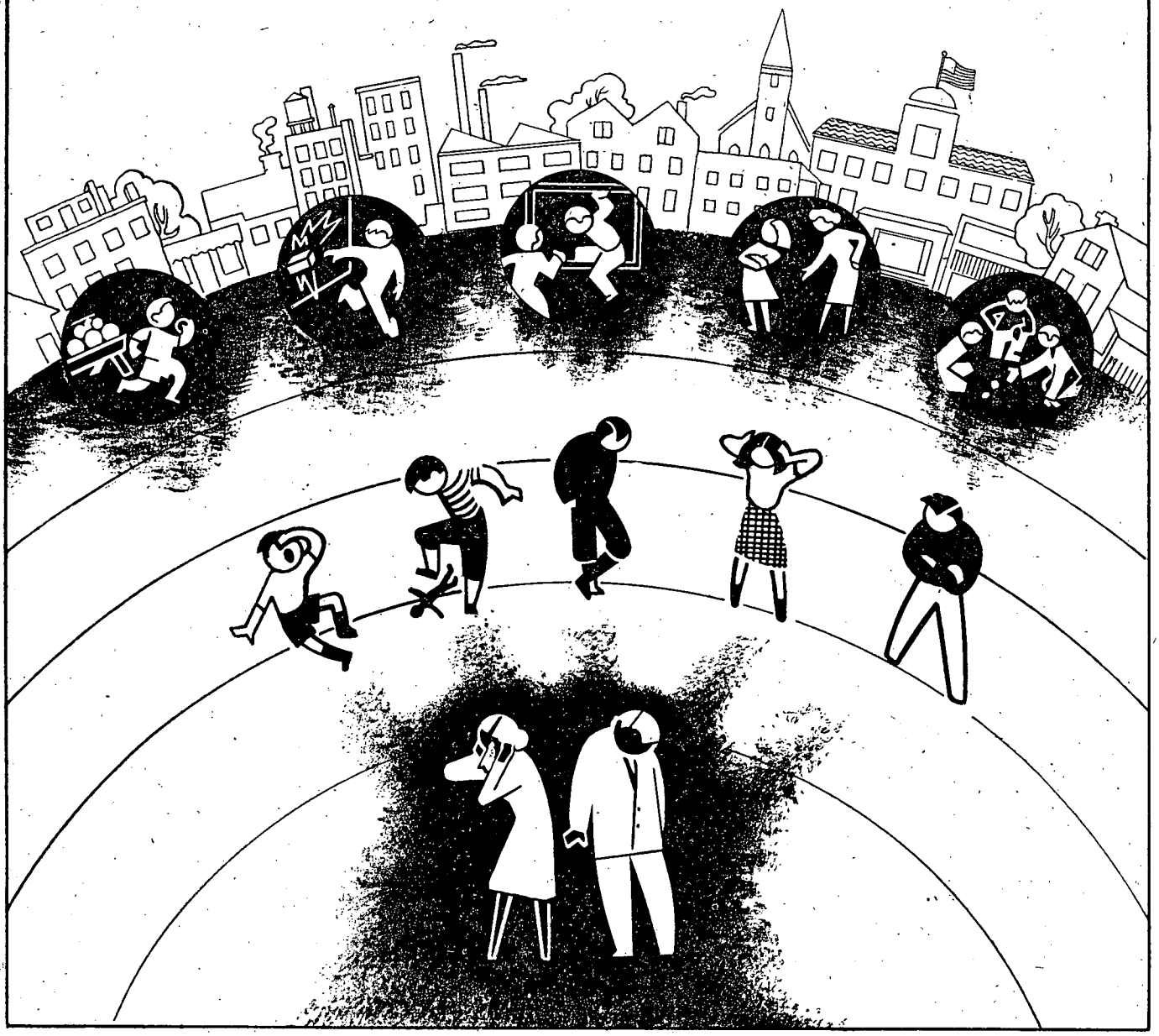
BENEATH THE SURFACE

OF JUVENILE DELINQUENCY AND CHILD NEGLECT



DRAWING BY APPLIED GRAPHIC ARTS, NEW YORK

A Special Section

Summarizing the findings of a statewide study conducted under the auspices of the Connecticut Public Welfare Council to throw light on the principles essential to a preventive program

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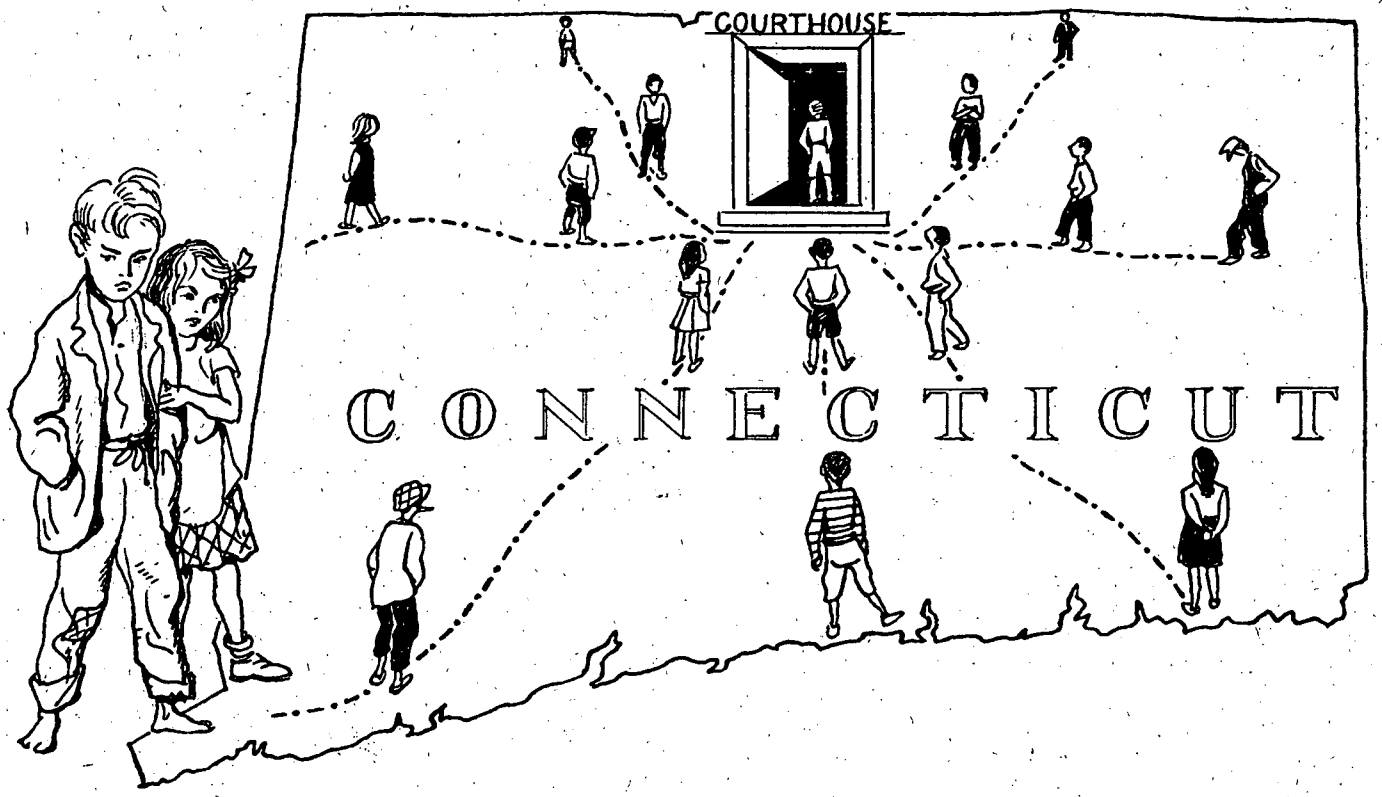

Beneath the Surface

REGINALD ROBINSON, director of the study, interprets new facts and conclusions, significant for future planning, about underlying causes of juvenile delinquency and child neglect.

By well established tradition, the people of Connecticut believe in doing their best to ensure a good future for the delinquent and neglected children of their state. Partly because of the relatively small and compact area in which live 1,760,000 people, many excellent statewide services have grown up amid the rugged independence of the typical New England town.

A state public child welfare program was established in 1921, and in 1933 took on the major responsibility for the care of the state's neglected children. In 1942, Connecticut became the first state to establish a modern statewide juvenile court and probation system. Several counties maintain homes for their neglected children. Private agencies, while not covering the state completely, nevertheless combine with the public agencies to provide a rather unusual network of services to the state's disadvantaged children.

The number and cost of the children thus cared for have come to assume such substantial proportions as to give concern, not only to the Commissioner of Public Welfare, but to all those who have responsibility for mapping future policies for the state's program. On June 30, 1946, there were 9,434 uncared for or delinquent children being given care by all of the state's public and private agencies. This is 2 children out of every 100 in the state. The annual cost for their care amounted to $4,500,000. New cases were coming to the juvenile court at the rate of 15 a day. Since 1933, nearly 4,000 more children have been accepted for care by the state or county than have been discharged.

Perhaps because of the relative adequacy of the state's service, care is being provided for more Connecticut children than in other states for which anything like comparable figures are available. For example, the 39 children out of every 10,000 of the population who were in foster homes in Connecticut in 1943, compared with an average of 19 per 10,000 in twenty-eight other states. The 1942 Connecticut delinquency rate of 76 per 10,000 children under twenty-one years, compared with rates ranging from 22 to 62 per 10,000 in five other states.

In recommending to the legislators that the state's Public Welfare Council study the future implications of this problem, the Commissioner of Public Welfare and others in positions of responsibility felt that, generally speaking, they knew enough about what ought to be done for children after they had become neglected or delinquent. The improvements needed in the present service were along the lines of accepted progressive practice in child care, court and probation service. The primary concern of these officials was how to reduce the number of children needing long time expensive care.*

The study under the Public Welfare Council, as authorized by the General Assembly, was designed therefore to throw light on the underlying causes of delinquency and neglect, in order, if possible, to lay the foundations for a program of *prevention* to accompany

*Members of the Connecticut Public Welfare Council are Austin D. Barney, president; William W. T. Squire, secretary; Dwight L. Chamberlain, Mrs. Herbert Field Fisher, Reverend Charles B. Ratajczak, Mrs. Eric H. Haight. The study was conducted by Community Surveys, Inc., with the following staff: Director, Reginald Robinson; consultants, Bradley Buell, Paul T. Beisser; case analysts, Eunice B. Spivey, Herbert C. Clark; director of statistics, Albert C. Hoover; statistical assistants, Esther Brauner, Mary A. Gray, Helen L. Longgard, Joan F. Luby, Elsie H. Roberts, Margaret M. Smithson, Valeria M. Winter.

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the present program of *care*. The study was begun in January 1946; the final report has now been submitted to the governor and 1947 legislative leaders. In addition to basic data about the volume, costs, and trends of the present service, materials were drawn from three main sources: first, a statistical analysis of facts about the 4,035 families from which came the 4,788 children who were neglected or delinquent in 1945; second, a case by case analysis of an arithmetical sample of 378 of these families; third, a special study in Stamford, bringing up to date pertinent materials from an earlier project.

Briefly stated, the findings of this study give clear evidence that the underlying problem is not child neglect or juvenile delinquency, but *family disorganization*. It is the incapacity of a substantial number of Connecticut's families to function as a constructive socializing force that produced juvenile misbehavior and neglect. Services must be organized to help these families achieve greater social stability, if the number of children requiring state care, as an end result, is to be reduced.

I. Looking Beneath the Surface

It is common practice, in studying the problems of delinquency and neglect, to attach considerable importance to certain facts regarding the characteristics of the children and the families from which they come. These include data about age, sex, race, nativity of the parents, economic status, size of family, structure of family, place of residence, and the like. In large cities, particularly, such data usually show that delinquency and neglect are heavily concentrated in certain sections, that a high proportion come from families of low economic status, that more boys are delinquent than girls, that more come from certain races or cultural groups.

Dispelling Illusions

Complete data of a similar nature were collected in the course of this study about the 4,035 families of children who became delinquent or neglected in 1945. While this information provided some useful clues, it did not reveal much of significance about underlying causes. As in a family portrait, the facts show what people are like, but do not show why they are "like that." This suggests that one of the reasons why much of our past social research could not provide practical leads for better prevention and control is that it has been absorbed in studying external traits which have led up blind alleys. Administrators and policy makers have thus been confused and have been led up blind program alleys. The results of this study would have value, therefore, if they did no more than dispel a number of popular illusions about what causes delinquency and neglect.

Certain facts can be dismissed at once, as having little or no significance. We found, for example, that the median age for delinquent children was just over fourteen years; the median age of neglected children, on the other hand, just about seven. This was to be expected. Children of adolescent age have many difficult adjustments to make and it is during this period that their activities begin to take them outside the home where they may run afoul of the law. "Neglect," however, by definition is a parental act which can occur when the children are much younger. Similarly, and naturally, the parents of delinquents tend to be older, fathers averaging forty-four and a half years, mothers about forty, while the fathers of neglected children averaged thirty-nine years and mothers thirty-two.

Although boys and girls among the neglected children were about evenly divided—51.4 percent and 48.6 percent, respectively—many more boys than girls were delinquent, 85.5 percent in contrast to 14.5 percent. Our data indicate, however, that this is mainly due to the more active life which boys lead, in the course of which they commit acts which are observed and are officially recorded as delinquencies. It shows that many adolescent girls have adjustment problems which go unrecognized earlier but come to a head in late adolescence or in adjustment problems after marriage.

It is true that the proportion of non-whites is somewhat greater than whites among both delinquents and neglected children. Curiously, the percentage is exactly the same in each category—91.8 percent white and 8.2 percent non-white among both delinquents and neglected children. Only 2 percent of the total population in Connecticut is non-white. This is based on the 1940 population figure, however, and between 1940 and 1945 there has been a considerable influx of non-white population into Connecticut, probably greater in proportion than white. The difference, not very significant anyway, therefore should be still further minimized.

Facts similarly dispel another popular illusion about the relation of the foreign-born to delinquency. The proportion of foreign-born fathers of delinquent and neglected children is almost exactly the same as the proportion of foreign-born males over twenty-five years of age in the total population of the state.

On the surface, the facts about the size of the families from which come these neglected and delinquent children may seem somewhat more significant. They included an average of four children, whereas the average size family in the United States is made up of only three people and this includes the adults. Undoubtedly, the large number of children in some of these families puts added strain on the parents and perhaps on the children and this does suggest the importance of family stresses in any search for underlying causes. But despite the arithmetical averages, large families are not uncommon among certain groups and a great many get along without any tendency toward delinquency and neglect. Particularly, in the light of other data assembled in the course of the study, it was concluded that not much importance could be attached to this as a causal factor, of and by itself.

The face sheet data from which were assembled these other facts about the whole group of families showing delinquency and neglect in 1945 did not include information about family income. Thirty percent of the families, however, at some time had received relief from a public or private agency. Inasmuch as this covered the depression period of the Thirties, it is probably not altogether out of line with the rest of the population, although accurate comparisons are not available. Moreover, it should be noted that 1945, in Connecticut as elsewhere, was a year of full employment and high wages, and relatively few families were receiving relief at the time this

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study was made. Data reported later from other sections of the study make it doubtful that low income, by itself, can be regarded as a primary cause of either delinquency or neglect.

Data from the 4,035 cases did seem to indicate that a larger percent of the delinquent and neglected children came from broken homes than is true for the general population. For the country as a whole, according to the 1940 census, 11.4 percent of families with children have been broken by death, divorce, desertion, or some other reason. The 1945 percentage undoubtedly would be somewhat higher because of war casualties and increasing divorce. Even so, it would not approach the 30 percent among the families of our group, where only the mother was present in 21 percent, only the father in 5 percent, and neither parent in 4 percent.

This relative clue to family disorganization as a causal factor is substantiated by other data reported later, but again of and by itself too much importance should not be attached to it. We know that the broken families where children get along quite well far outnumber those in which there is delinquency and neglect.

Finally, it cannot be said that the facts from our study place any high premium on community or neighborhood environment as an important causal factor in either delinquency or neglect. Both occur all over the state, in counties primarily urban and in counties with a high proportion of smaller cities, towns, and villages. In general, the rates are spread fairly even, and where there are variations, the reasons seem due more to differences in official practices, or to the relative availability of service.

It is true, however, that the pattern of vicious juvenile behavior which makes whole sections of some cities notorious is not found in Connecticut to the same extent as in large metropolitan cities where other studies of delinquency have been made. In some of these cities, there are areas where crime and delinquency run riot and become almost the normal pattern of juvenile behavior. There are few such spots in Connecticut, and these do not loom large in the state picture. Despite this, as we have seen, the rates for both delinquency and neglect are high.

Thus, as we have already indicated, after making the usual statistical study of external characteristics of this group of families whose children were adjudged delinquent or neglected during 1945, the results found were largely negative. We felt that we must probe deeper if we were to discover any sound basis on which to build a program of prevention and control.

Symptoms of Trouble

Evidence from earlier clinical studies* has shown with fair conclusiveness that delinquency and neglect are merely symptoms of some real trouble —that children and parents behave in this abnormal fashion because of underlying personality difficulties, pressures, or tensions. This evidence was used as a guide in planning successive phases of our study.

If this conclusion were correct, it seemed quite probable that the underlying trouble which produced the symptoms of delinquency and neglect would, in these same families, result in other equally recognizable symptoms of antisocial behavior. In other words, our families would show a "cluster" of varied symptoms, in addition to delinquency and neglect. Our data show clearly that this is indeed the case.

Using a 10 percent sampling of our 1945 delinquency and neglect families —378 cases—we examined the records to see how many of the families had also exhibited one or more of the following symptoms of social or family breakdown: crime, divorce, mental disease, mental deficiency, illegitimacy, economic need (as evidenced by receipt of public or private relief), ill health serious enough to upset normal family life. In most of these instances, the "symptoms" or incidence of the family's difficulty is a matter of record in the community's official machinery.

Of the 57 neglect cases in this sample, only 5 had shown no other symptoms. Thirty-six had crime records; 8 had had members of the family committed to mental hospitals or schools for mental defectives; 26 had had illegitimate births in the family; divorce had occurred in 11; 25 showed evidence of some past economic problem, and 9 had had major health problems. These 57 neglect families averaged 9 incidents to a family.

The clusters of other symptoms in the delinquency families were somewhat less dramatic. Nevertheless, more than half showed some one or more of these seven other types of breakdown in their past history. There were 62 with crime records, 38 with commitments to state mental institutions, 34 with divorces, 31 with illegitimacy, 100 which had received relief, 31 with major health problems.

We then took a different group of symptoms and checked their frequency in the same 378 families. These were incidents that usually do not come to the attention of the community's official

* Especially, Healy & Bronner, "New Light on Delinquency and Its Treatment." Yale University Press, 1936.

TOTAL EXPENDITURES FOR CARE OF NEGLECTED AND DELINQUENT CHILDREN

1944-1945

AGENCY	(One Symbol Represents Approximately $420,000)	EXPENDITURES	
Division of Child Welfare	$$	$ 665,357	
County Homes*	$$$	1,307,518	
Juvenile Court and Probation	$	232,611	
Institutions for Delinquents	$	505,909	
TOTAL	$$$$$$		$2,711,395
Private Foster Home Agencies	$$	$ 647,193	
Private Institutions	$$$	1,163,819	
TOTAL PRIVATE	$$$$		$1,811,012
GRAND TOTAL	$$$$$$$$$$		$4,522,407

*Includes foster home care of County children, and $486,930 in state funds for Board of children in County homes.

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or legal machinery, but which nevertheless obviously reflect some underlying difficulty. In 161 of the 378 no evidence of any of these symptoms was found—in some instances because information about such "unofficial" trouble symptoms was lacking. But in the remaining 217 families, 112 showed truancy; 87 extramarital sex relationships; 78 alcoholism; 67 violent quarreling; 48 separation; 30 desertion; 38 irregular work histories; 26 nonsupport.

Additional data of a similar nature were secured in Stamford, which ten years ago set up procedures for a social breakdown index based on annual count of the families involved in the six legal and official categories of crime, delinquency, child neglect, divorce, mental disease, mental deficiency.* During that ten-year period, one or more juvenile members of 1,162 families were delinquent, and 156 families were guilty of child neglect. One fourth of the delinquent families and one half of the neglect families also showed breakdowns in one or more of the other categories, with a distribution similar to our 1945 cases.

Moreover, analysis of the Stamford data showed that the particular families involved in any one of these difficulties (except divorce) were more likely to break out with symptoms in some other category than was the average family. For example, one percent of all families in Stamford was involved in child neglect during this ten-year period. But these neglect families were responsible for twelve times as much mental deficiency, three times as much crime and delinquency, and twice as much mental disease as were the general run of families in Stamford. Again, 13 percent of all Stamford families were involved in crime during the ten-year period. But 30 percent of the neglect families, 24 percent of the mental deficiency families, 20 percent of the delinquency families, and 16 percent of the families with mental illness were also involved in crime during that period.

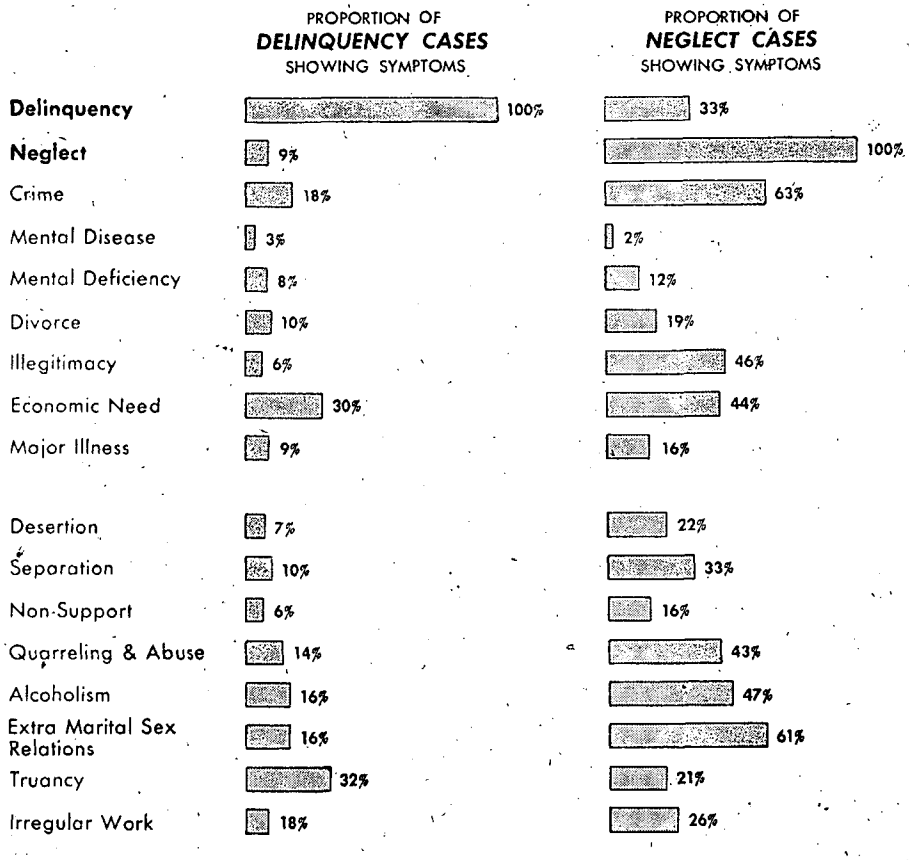
Two deductions logically follow from this evidence that other symptoms of antisocial behavior clearly tend to cluster in these families.

First, it confirms the conclusions from earlier clinical studies that delinquency and neglect *are merely symptoms* of some basic underlying family difficulty. Each family has its own particular way of breaking out with antisocial behavior. Sometimes, the results of these difficulties show up in the legal delinquency or neglect of children, sometimes in equally serious manifestation of social breakdown.

Second, in order to trace to their source throughout the state, the families whose children are in danger of becoming delinquent or neglected, we need to follow not one, but several symptomatic clues.

Our natural next step was to see whether it was possible to find in each case the central causal factor behind the family's difficulty.

OTHER SYMPTOMS OF TROUBLE FOUND IN DELINQUENCY AND NEGLECT FAMILIES



What Causes Family Disorganization?

The resources of the study were insufficient to make a firsthand clinical study of factors which were upsetting the life of these families, depriving their members of necessities, and driving them to unlawful or unusual behavior in their search for satisfactions. But the case records of the agencies which had given service to the 378 families of our arithmetical sample contained a wealth of information. These were generously placed at our disposal—altogether 708 case records from forty-five casework or mental hygiene agencies.

By searching these materials our case analysts were able to piece together the picture of the family's life sufficiently to identify some central problem that seemed to be the main disrupting factor in 281 out of the 378 cases. For the remaining 97 families—most of them delinquency cases—the information in the records was too meager to be conclusive. The following data therefore are based on the study of these 281 cases.

The accompanying chart summarizes the net conclusions of this part of the study. In 15 percent of the families—56 cases—there appeared to be no major problem or central difficulty. Most of these were delinquency cases where the child had been brought into court for misbehavior or mischievousness that seemed accidental rather than due to any serious underlying difficulty. In all other families it was possible to identify one of the following basic disorders:

Emotional instability, mental deficiency, parental disinterest, mental illness, physical illness, cultural conflict, and poverty.

* "Social Breakdown—A Plan for Measurement and Control." Community Chests and Councils, Inc., 1939.

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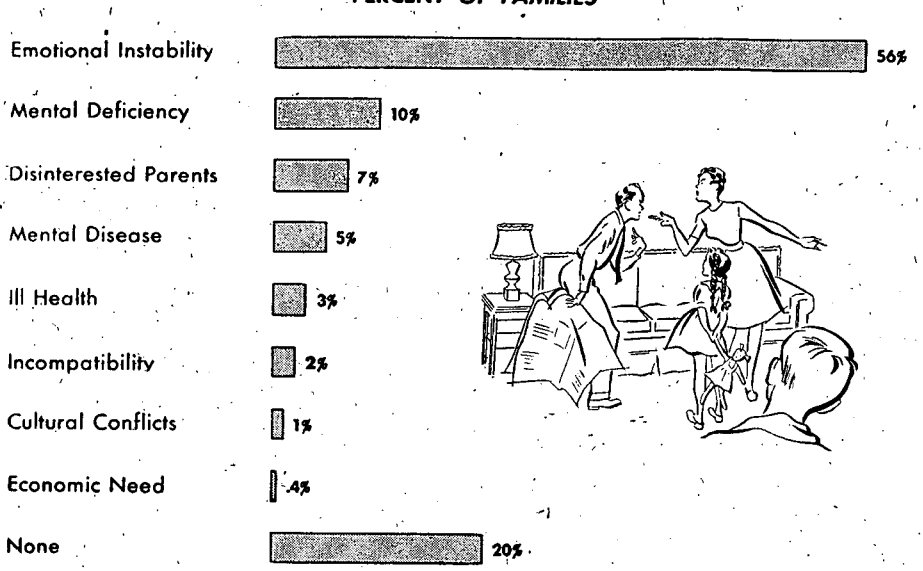
CAUSES OF FAMILY TROUBLE



Emotional Instability

In by far the largest number of instances—56 percent—emotional instability on the part of one or more members of the family, usually the parents, was the major cause of trouble.

Erratic and unstable themselves, these people were the upsetting factors which led to this disorganized state of the family. It is not too difficult to imagine what life was like in families where there were constant explosions, misunderstandings, recriminations, and hatred—all on a highly emotional level. Our sample shows that this is the kind of setting from which more than half of Connecticut's neglected and delinquent children come.

Parents usually were the disturbing factors. In 39 of the 156 cases both parents either were so involved in difficulties with each other or so deeply disturbed themselves that they were upsetting the whole family. In 35 cases the father alone was the center of the difficulty, in 55 instances the problem centered around the mother. In only 20 cases, did the children rather than the parents seem to be the center of extreme disturbance. While in some instances this may have been due to their parents' instability, we were unable to find any connection from information in the records. The grimmest picture was presented by 5 families in which father, mother, and children were suffering from emotional disorders sufficiently serious to be obvious without psychiatric diagnosis.

In only 5 of the 281 cases did we find parents seemingly well balanced themselves, but so ill adapted to each other that they were unable to establish and maintain anything like a normal family life. Perhaps even in these cases a psychiatric diagnosis would reveal emotional factors not evident to us, but the mismating of the parents was so obvious that this seemed a sufficient explanation for the trouble.

The impact of these emotionally unstable people on the life of their families was clearly evident. In about one third of the cases the parents were unable to sustain a sufficiently balanced emotional relationship to keep their marriage on an even keel.

In another third, we found at least one member of the family was extremely disturbed and upset most of the time. These people were erratic, unpredictable, explosive, constantly irritating and making it difficult for other fairly stable people to get along in the home. Still another group of parents seemed to vent their unstable emotions only in relation to one of the children. They seemed to get along well enough with each other and the rest of the family, but were unable to give one of the children normal affection or attention. This was particularly true when the child was unwanted or illegitimate.

Mental Deficiency

Limited mental capacity in 10 percent of the cases was identified as the principal cause of the family trouble. Other problems may have been present but this seemed to be at the root of everything else. It seems much more likely to lead to the neglect of children than to delinquent behavior, for it was the central problem in 22 percent of the neglect cases of our sample in contrast to 7 percent of the delinquency cases. In half of the instances, the mother was of inferior intelligence; in a little less than a quarter, one of the children; and the father alone in only four instances. Not all of the cases were low grade enough to require institutionalization, but the complexities injected into the family situation by one or more members who were unable to maintain their own equilibrium were too much for the family as a whole.

Our conclusion, that mental deficiency was the central problem in only 10 percent of the families studied, may appear to be out of line with the fact that the I.Q.'s of the children in these families average lower than the usual scores for children in the general population. In any cross section sampling there are usually as many children with I.Q.'s above 110 as there are below 90. But among the children of these 271 families there were only 22 with scores above 110 while 118 were below 90.

Testing experts, however, recognize the possibility that groups from lower economic levels may test below the average for all children, and it therefore might be that scores for children among socio-economic groups more nearly comparable to this one would show less differentiation. The significant point, however, is that we were not searching merely for the *presence* of mental deficiency in these families. We were seeking to determine in what instances its presence accounted for the main cause of the family's difficulty. Many families, with children of relatively low I.Q.'s would have gotten along quite well if it had not been for some other major difficulty.

Parental Disinterest

In 7 percent of our sample families there seemed to be no deep emotional blocks of any kind, but the parents just failed to take even a slight interest in the welfare of their children. A psychiatric clinical diagnosis would probably reveal emotional twists in some of these instances, but it seemed clear that many of these parents, young and immature themselves, were simply absorbed in their other activities. They took no active interest in their children as people, gave them attention only when they demanded it. This seemed to be the case more frequently in those instances where the Juvenile Court had classified the child's behavior as "unofficial delinquency" than among those which had been adjudged "officially" delinquent or neglected.

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Other Factors

In 10 percent of our sample, several other central problems were identified as major causes of the family's trouble.

Serious mental illness, as diagnosed by a psychiatrist, was found to be the principal cause in 13 families, although as already indicated, a high proportion of the families showed evidence of emotional disturbance not sufficiently advanced to be so diagnosed.

Serious physical illness, such as chronic tuberculosis, or the long absence of a parent in hospital had been the principal reason for upsetting normal family life in 8 cases.

It will be a surprise to some that we found only 4 families where clashes springing from differences in cultural backgrounds seemed to be the principal source of trouble. There were cultural conflicts in some of the other families, but they would have resolved themselves if the emotional tone of the family had been more healthy or if its members had had the intellectual capacity to deal with the problem. Enough time has passed, it seems logical to deduce, since the arrival of different cultural groups in Connecticut for most to have accommodated themselves to this American setting.

It will also come as a surprise that we found only one case where poverty was clearly identified as the major factor in disrupted family life. Many of the families were in the low income group. Almost a third had received relief at some time and many of them had faced long periods of hardship during the depression. Others, had received no assistance, but had lived a hand-to-mouth existence because of irregular work or illness of the father.

These economic pressures deprived the parents and children of physical necessities, and often also of social associations. The result might well have been frustration and rebellion expressing itself in neglect, delinquency, or some other sort of social breakdown. Actually, however, it was practically always some other weakness in the family structure which precipitated behavior difficulties, most often, as we have seen, unstable personalities ill equipped to withstand severe strains—economic or otherwise.

Say what we will about the inroads made upon the social and economic functions of the American family by industrial mass production, the schools, movies, radio, and recreation centers, the family still remains the center which must meet the child's need for care and affection. The families from which come Connecticut's delinquent and neglected children are not meeting those needs because they are too unstable, too mentally retarded, too disinterested, too incompatible to do so successfully. It is in these underlying causes of family disorganization that we begin to get at the roots of the problem of juvenile delinquency and child neglect. For it is their impact upon child life and development which results in the legal manifestation of antisocial behavior to which this study was directed.

We return, therefore, to the children in these disorganized families. We know that they became delinquent or neglected. But we wanted to see in what way and to what extent these underlying factors had warped their personalities, made it probable that they too would be ill equipped to adjust satisfactorily to the demands of modern social living.

Trouble for the Children

The study of our 10 percent sample shows that as a result of these disorganizing factors in family life, most of the children were being deprived of the affection, physical necessities, social associations, and feelings of security which are essential to normal and successful growth. A small number, however, were being spoiled—overprotected in their upbringing. These five disturbing processes which are set in motion become the connecting links between the pathological conditions in the family and the resulting behavior of the children. Through them, the unhealthy family environment is making its destructive impact on the children and impelling them toward antisocial behavior.

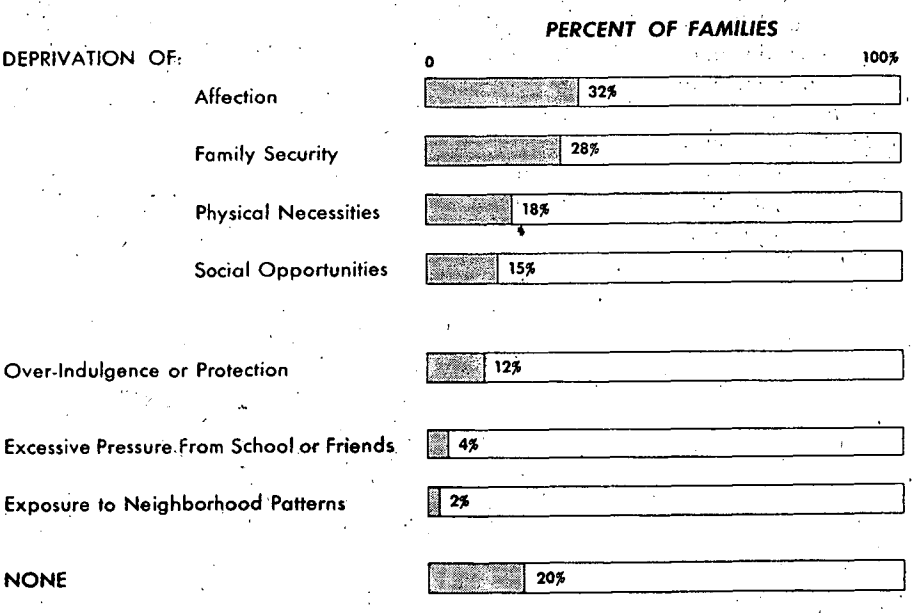
Before presenting the picture of these processes at work among the children of our families, we should note that disorganized family life makes a different impact upon various children in the same family. In each one of our families, at least one child had been delinquent or neglected. But in many of these families there were other children who seemingly escaped all five of these deteriorating processes. Their parents, for one reason or another, had either given them better care and attention, or these children within themselves had greater capacity to offset negative influences.

In 117 of our cases, information about the children was insufficient to analyze clearly the effect of disorganized family life upon them. Among the remaining 261, there were 51 families—19 percent—where none of these five processes seemed seriously to have affected any of the children. The majority of these were cases where the delinquent child had been handled unofficially by the court, where the record showed few other types of breakdown, and where our analysis had revealed no central underlying family difficulty. In the remainder, these processes were impeding the normal social development of one or often all of the children in the family.

Deprivation of Affection

In 32 percent of the 261 families,

HOW FAMILY TROUBLE AFFECTS CHILDREN



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children had been deprived of affection to the point where they were rebelling, looking for affection elsewhere, or otherwise showing the behavior characteristic of children whose need for love and personal attention is not being met by their parents. Children in over half of the neglect cases, as might be expected, showed evidence of this lack. But in both neglect and delinquency groups, most of the children were members of families where the central problem was emotional instability. These parents were so absorbed in their own marital conflicts, or were so unbalanced that they failed to give their children needed affection.

A significant number came from families where the central problem was mental deficiency. Here the parents were so retarded that they did not understand what the affectional needs of their children were, much less how to meet them. Equally, other parents, not mentally retarded, were too immature to have this understanding. Some of the parents themselves were products of like situations.

Deprivation of Family Security

In many instances, life in these disorganized families had meant rapid and frequent changes. The family structure itself changed; mothers or fathers left the family, to be replaced by step-fathers, grandparents, or aunts and uncles. The families moved from one neighborhood or town to another. Quick changes took place in the emotional tone around the children. Sometimes it was full of love and affection; again it was characterized by hatred and violence. Children in a shifting, changing family setting do not know what to expect and feel lost and uneasy—insecure.

Children living under such irregular conditions do not acquire the habit of conforming to any fixed set of rules in their home life. In turn, they find it hard to follow social or legal rules and regulations and so get into trouble with the "authorities" at school or in the neighborhood.

This lack of family security was felt in 74 families—28 percent of the group studied. Again the process is set in motion most often by emotionally unstable parents, particularly when the remaining parent in a broken home is unstable. A much higher proportion of the delinquent children showed evidence of insecurity than of those who were neglected. It may be that this is because the neglected children were younger and the materials from our records insufficient to show the subtle effect of family change upon them.

Deprivation of Physical Necessities

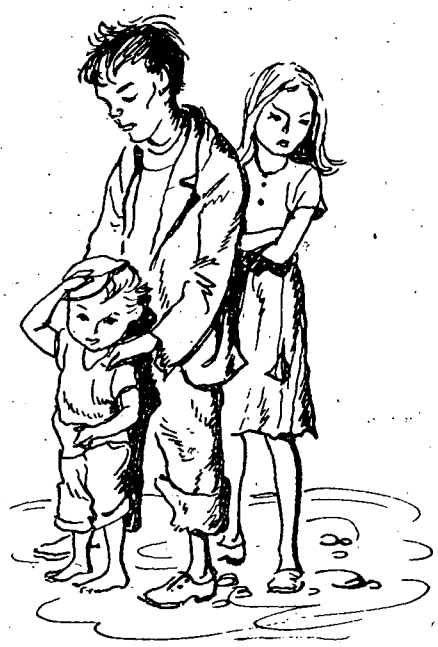
Sometimes parents actually disregard basic physical needs to the point where their children go without warm clothes, are poorly or improperly fed, are dirty, or sick because of lack of medical care.

Although this is the effect which we might expect to find frequently in such families, it appeared in only 18 percent of the combined group of delinquent and neglect families. As might be expected it was much less frequent in the delinquent than in the neglect cases, although even here it was a factor in only 61 percent, for much of the neglect which had brought about commitment of children by the Juvenile Court had been psychological or social rather than physical.

Deprivation of Social Associations

Children have certain social needs which have to be met as part of their growing up process. As they grow older and begin to step away from dependence on their parents, they try to take their place with other people, for they need friends and the opportunity to associate with groups of children of their own age. When denied these associations, they sometimes rebel and try to get their satisfactions in hidden ways. Or, resentful of being deprived of a social life which they know other children have, they may turn on their parents and become unmanageable.

We found children were being deprived in the area of these social needs in 39 instances, or 15 percent of the 261 cases. Again, this was especially apparent in the neglect families where the proportion was three times as high as among the delinquent families. Here, also, the emotionally unstable parents were least able to provide these satisfactions for their children.



Overprotection

On occasion, unstable parents go too far the other way and give too much attention and affection to their children. In some, this results in rebellion against so much parental control. In others, hidden dissatisfaction may show up later in warped personalities.

This process was going on in 31 families or 12 percent of the group of 261. It was most frequent in the official delinquency cases and was rare in the neglect cases as might be expected. That this process is principally a characteristic of families in a relatively less serious stage of disorganization is indicated by the fact that two thirds of the cases of overprotection were in families with only one or two types of breakdown.

A further and final result came out of our search for the dynamic processes impelling the children of these families toward antisocial behavior. We carefully examined the materials of the records for evidence to show whether and under what circumstances the precipitant to misbehavior had come from forces outside rather than within the home. The results give additional strong support to the conclusion that nearly always the disintegrating processes start within the family. In only 16 cases, 6 percent of the total number, did we find evidence that outside influences were more important.

In 11 cases, school or friends had pressed the child to attain goals beyond his capacity and he had rebelled or tried to compensate through delinquent behavior. In 5 cases, the child's exposure to neighborhood patterns of delinquency and crime had paved the way for his getting into trouble.

There are two possible explanations for this conclusion from our data. First, in this study we were able to look behind the behavior of children living in a neighborhood of high delinquency and crime. Many other children living in these same neighborhoods were not influenced by bad associations. We could see that the group of children being studied would not have been influenced either if they had not been suffering basic deprivations because of disorganization within their own families. Second, as we have already seen, Connecticut is not spotted with neigh-

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borhoods patterned by high crime and delinquency rates to the extent that are some of our large metropolitan centers.

This, then, is what the facts from our study show about the causes of delinquency and neglect. Both are merely symptoms of basic, underlying difficulties. Other symptoms, clustering in many of the same families, also point to the presence of basic troubles. Their causes are to be found in a succession of major factors which tend to disrupt and disorganize the family's life. These causes in turn set in motion several deteriorating processes whose impact on the child move him toward unsocial or antisocial behavior.

The conclusion is inescapable that if Connecticut is to attack the problem of delinquency and neglect at its source, in order to prevent and reduce the volume of need for such child care, services must be planned and organized to deal with the basic causes of family disorganization.

Facts about the size of the problem of family disorganization, therefore, assume practical significance and importance. And the study was able to throw some light on this question.

II. Attacking at the Source

As indicated earlier, in 1936-37 a special research project in Stamford had set up statistical procedures by which to count the number of families involved in one or more of the six official categories of crime, delinquency, neglect, divorce, mental disease, and mental deficiency. For several years these data were collected routinely through the Social Service Exchange of the Council of Social Agencies, and we were able to bring them up to date to give complete data for a ten-year period. Moreover, the original project had taken the 560 families involved in these categories in 1937 and traced their official records back to 1927. This gave us a nineteen-year count of the official breakdowns of this particular group.

The Size of the Problem

During the ten-year period 1936-45, between 500 and 700 Stamford families each year found their way into one or more of these six official classifications. This means that annually about 5 percent of the total families living in Stamford were involved in official difficulties, at rates, in different years, varying between 42 and 57 out of every 1,000 families. However, some families are in official trouble one year, not in another. Over the full ten-year period there were 3,681 different families identified by these definitive classifications. Thus, in one decade, an approximate 30 percent of the families of this community gave definite indication of pathological factors in their family life.

Degrees of Seriousness

Not all of these 3,681 families, of course, were in the same stage of serious disorganization. We have seen from our case sample that some of the delinquency incidents seem to be "accidental," symptomatic of no major underlying difficulty. This also may be true of some of the incidents reflected by other official categories. Moreover, our studies showed that even where major problems were found, the stage of development and their relative seriousness varied greatly. Some were mild attacks; others acute, or chronic.

Neither a clinical diagnosis nor a case by case examination of agency records for these 3,681 families was possible within the resources of our study. The manifestation of symptoms themselves, however, does give some clue to the degree of deterioration in different families. Therefore, we applied four symptomatic "tests of seriousness" to the whole group.

Duration. Here we checked all families with a spread of five or more years between the first and latest breakdown, as indicating the persistence of some underlying difficulty.

Frequency. We counted those families which had had more than three breakdowns, even in the same category, as indicating that some factor was causing serious trouble.

Multiple Symptoms. The fact that many families appeared in more than one category was taken to indicate a serious situation, breaking out in a variety of ways.

Spread. When three or more members of the family were found in some category, we took that, also, as indication of a serious family difficulty.

The results showed that 332 of the 3,681 families—9 percent—fell into one or more of these symptomatic tests of seriousness. They comprised about 3 percent of the total number of families living in Stamford, and had been responsible for 20 percent of the total number of breakdown incidents reported for all families during the ten-year period.

Data from the 560 families which broke down in 1937, and for whom we had a complete nineteen-year record, give the best clue to the proportion of families whose appearance in these official categories seems symptomatic of only a mild form of disorganization. Of this group 38 percent had no record of breakdown before 1937 and none after.

The single incident in 1937 may have been quite serious—a major crime, divorce, commitment of a member of the family to an institution for mental disease. But the fact that no other breakdown occurred over this long span of years indicates that the family was able to absorb the shock, maintain its equilibrium, and keep out of further legal or official trouble. We do not know how much of this capacity was due to the family's own resilience, how much to helpful service rendered by the community's agencies. No doubt each played a part.

From one Connecticut community, therefore, we do have facts which throw some light on the possible size of the problem of family disorganization throughout the state. Approximately 30 percent of its families at some time have shown symptoms of underlying trouble. Three percent of all its families are probably very serious chronic cases reflecting the community's worst trouble spots. Of the total families showing these symptoms, between one half and one third are mild cases, least likely to get into further trouble.

With this perspective, we must now examine the kind and amount of service which had been given by social agencies to the disorganized families of our delinquent and neglected children.

Present Services

Our primary purpose in examining the service given to families of these children was to see to what extent it had been equipped to deal with these underlying causes of delinquency and neglect. From our facts it seemed clear that the state program needs to provide for the following:

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1. A skilled diagnosis of each case which gives real understanding of the *whole* family situation;

2. Generalized treatment service able to treat the family's central problem at a preventive level for the more hopeful families, and at a supervisory level for those offering little hope of recovery;

3. In connection with both diagnosis and treatment, special skill in understanding and dealing with the problems of emotionally unstable people;

4. Sufficient resources to deal with a problem which may include as many as 30 percent of the families of the state, including a possible 3 percent whose problem of disorganization is of a very serious and chronic nature;

5. Ways and means of reaching out to discover families in early stages of disorganization, when they are much more amenable to constructive treatment.

It was beyond the scope of the survey to make any administrative study of the many agencies throughout the state which render casework, mental hygiene, protective and other special services to families and children. However, the analysis of the 378 cases of our arithmetical sample—together with statistical data from the 4,035 delinquent and neglect cases of 1945—throws considerable light on the present service from the standpoint of the foregoing five points.

First, it is clear that the Division of Child Welfare and the Juvenile Court by virtue of their responsibilities are closest to the problems of delinquency and neglect and provide these families with the largest volume of service. The state Division of Child Welfare has under its care all state wards and supervises county wards in foster homes. The Juvenile Court provides probation service and is responsible for decisions on commitments of neglected and delinquent children. One or both of these agencies had served all of the 4,035 families whose children were delinquent or neglected in 1945. They had served some of the families many times over the years.

Other agencies, however, had given service to about 45 percent of the 4,035 families. Registration figures from the Social Service Exchange showed that 1,802 families had received some service from agencies on at least 7,992 occasions. About half the instances of registration had come from agencies providing economic assistance or health services; 22 percent from private casework agencies, much of it specialized service to children; 5 percent from mental hygiene agencies; and 2 percent from correctional or penal institutions.

Even this statistical picture suggests that the bulk of the present service is specialized in nature, designed to meet some immediate need, often of only one person in the family, rather than to diagnose and treat the major causes of the family's troubles. More complete data about the services rendered to the 378 families of our sample threw further light on this question.

Of these 378 families, 234 or 62 percent had been served only by the Juvenile Court or the Child Welfare Division. But 144 or 38 percent had been served by other agencies including the division of public assistance of the State Department of Welfare, 9 local departments of public welfare, 24 family or children's agencies, and 3 adult probation offices.

Diagnosis and Treatment

The central cause of the family's underlying difficulty had been diagnosed in only 53 percent of the 281 cases where our materials were sufficient for evaluation. Obviously, this reflects a key and critical weakness.

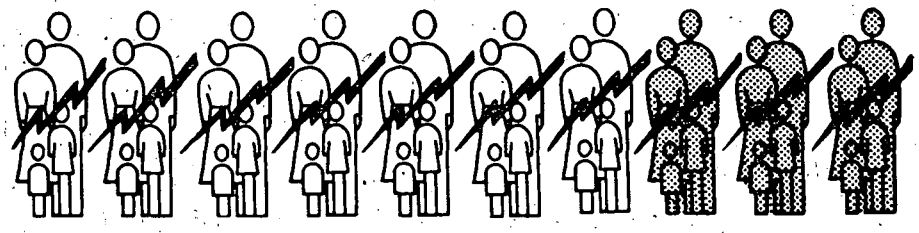
On the neglect cases, to be sure, the Child Welfare Division makes a full review of the family situation for the Juvenile Court. In the 57 neglect cases of our sample, the division's diagnosis had identified the central problem in 30, and partially so in 7 others. From the standpoint of the over-all problem, however, this relatively creditable showing is minimized by the fact that the full diagnostic service of the division is brought into play only with one group of families who are practically always in the last stages of disorganization, when chance of rehabilitation is rather slight.

No doubt, comprehensive study of the agencies throughout the state would show many different reasons for the present restricted diagnostic quality. Our study makes clear, however, that there is one underlying reason which casts no reflection on their capacity to do what they were set up to do. That reason is that most of the agencies were organized to deal with only one type of problem. They are equipped to give relief, care for children away from home, supervise children on probation, give nursing service, and the like, but it is not their function to deal flexibly with other matters which may be basic to the over-all family difficulty.

Even where there is a full diagnosis, one does not expect treatment to be completely successful in all cases. As might be anticipated, therefore, treatment of the central problem had been effective in only 31 percent of the cases

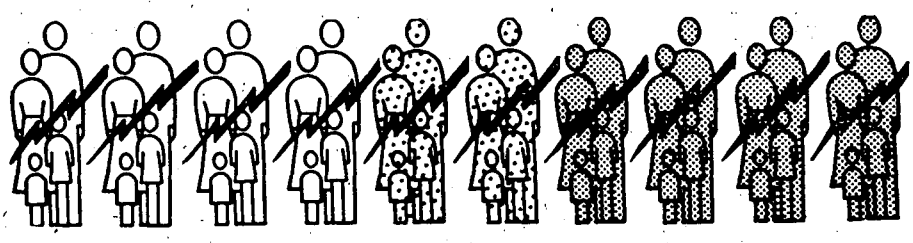
ATTACKING AT THE SOURCE

1. PROPORTION OF FAMILIES IN STAMFORD SHOWING SYMPTOMS OF DISORGANIZATION DURING A TEN YEAR PERIOD



(3 OUT OF TEN)

2. DEPTH OF TROUBLE IN DISORGANIZED FAMILIES



ONE | SEVERAL (SYMPTOMS) | MANY

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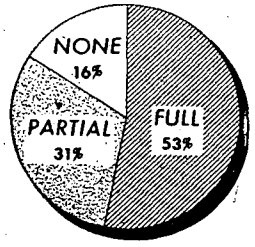
studied, in contrast to the 53 percent showing satisfactory diagnosis.

More encouraging is the comparatively good record of the social treatment given the children alone. Of the 244 cases where our information was sufficient on this point, the treatment had either been successful or fairly successful in 197. This means that good care was arranged for the children when they had to be removed from their own home, and they were now getting along satisfactorily, or that delinquent children now seemed reasonably well adjusted and were not getting into further trouble.

In other words, after the family situation had become so disorganized that the children either became delinquent or had to be removed from their own homes, 80 percent had received good or fair social treatment from the established child care agencies of the state. This, however, merely

DIAGNOSIS OF CENTRAL PROBLEM AT FIRST AGENCY CONTACT 281 FAMILIES



confirms the general feeling which prompted this study: that relatively good care was given *after* the children became delinquent or neglected. But service to the family *before* delinquency occurred, was too little, too specialized.

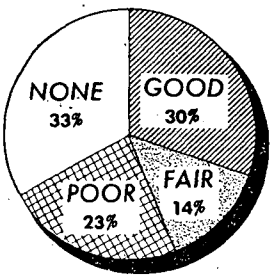
Early Discovery

Facts from the study of our arithmetical sample clearly showed another major weakness in the present program. A large proportion of the families are coming to the agencies too late in the development of their trouble for successful treatment. In only 46 percent of the cases was the prognosis—that is, the forecast of success—good at the time the family made its first contact with any casework or mental hygiene agency. In many instances, this first contact had been made in the years prior to our study and by 1945 the prognosis was good in only 38 percent.

The prognoses were better in the delinquent families than in the neglect families and best of all in those cases which had been handled as unofficial delinquents. In only about 30 percent of the neglect cases was there a good or fair prognosis, the chances being very poor where the family had neglected the child's actual physical needs, and poorest of all where the major cause was mental illness or mental deficiency. In other words, at the time the families came to the attention of an agency which might have helped with their major problems, far too many of them were so badly disorganized that only parts of the family could be salvaged.

Another evidence of the failure to reach families at a more preventable stage in the development of their trouble is found in the fact that 55

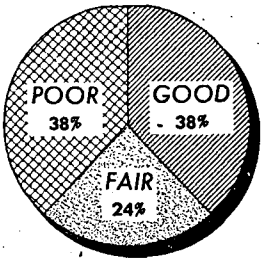
TREATMENT TO DATE OF CENTRAL FAMILY PROBLEM



percent of the 4,035 families whose children became delinquent or neglected in 1945 showed no previous Social Service Exchange registration. This means that no agency had known them before they were brought to court for the delinquency or neglect of their children. Many badly disorganized families had been getting deeper into trouble without any help from the state's organized services until finally its legal machinery involved them.

One reason for this lag in contact between service agencies and families with problems is in a lack of sensitivity to the symptoms of trouble on

PROGNOSIS ON TREATABILITY OF CENTRAL FAMILY PROBLEM



the part of agencies or people who might refer cases at an early stage. Schools, for example, could be a primary source of discovery and referral if they were staffed with personnel trained to recognize personality and adjustment difficulties. The more fundamental reason, however, is that the discovery of cases at an early stage has not been recognized as an important function, and experimentation with systematic procedure to that end is only just beginning to develop.

Thus we see that, from the standpoint of prevention, the fundamental weakness of the present program is inherent in the way it has grown up. The primary focus has been on the care of *children after* they become delinquent and neglected, not on the diagnosis and treatment of the causal factors in their families which result in delinquency or neglect. With that background it is perhaps surprising that we found as high a proportion of effective diagnosis and treatment as we did.

What, therefore, can Connecticut do to strengthen its preventive program?

Framework for a Preventive Program

From the beginning it was understood that this study would not include an organizational and administrative appraisal of particular agencies and programs, resulting in specific and detailed administrative recommendations. Rather, it was hoped that by a searching study of the causes of delinquency and neglect, a framework of broad policies could be created within which practical steps eventually could be taken to round out a workable program of prevention and control.

The findings of the study, it seems to us, clearly outline the basic things which Connecticut needs to do in order to develop such a statewide program.

First, the state needs to set up continuing procedures for maintaining a central pool of facts about the spread and depth of the problems of family disorganization.

Second, the state should be covered by a systematic network of casework and mental hygiene services equipped to give generalized diagnosis and treatment to families in various stages of disorganization.

Third, families in the most serious stages of chronic disorganization need to be identified and referred to agencies especially equipped to give them supportive and supervisory service.

Fourth, ways and means need to be devised to discover families in earlier stages of their trouble, and make successful contact between them and the service which can be of help in solving their basic difficulties.

The key to the practical execution of these policies lies not in establishing new agencies or units, but in the better utilization of present resources, including broadening the scope and function of certain agencies. More specifically, we recommend that the Public Welfare Council, the Juvenile Court, and the State Public Welfare Department appoint a state committee with continuing responsibility for planning and carrying into effect a broad program for the prevention and con-

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trol of family disorganization. In addition to these agencies, representatives of the State Bureau of Mental Hygiene, the State Police, and key private agencies throughout the state should be asked to serve on this committee. Under its auspices the following practical steps should be taken.

1. Under the Public Welfare Council set up, a central reporting system should be established to provide up-to-date information about family disorganization, its distribution throughout the state, the areas where trouble is concentrated, and the degree of seriousness indicated.

In addition to reports of families with delinquency and neglect, the reporting procedures should also cover families showing other evidences of disorganization—at least those with incidence of crime, divorce, mental illness, and mental deficiency, data in respect to which will not be too difficult to secure. Statistical data from these reports should be analyzed, interpreted, and made available throughout the state.

There should also be established a statewide social service index, and data from the two reporting procedures linked together in order continuously to analyze and evaluate the service rendered to this group of families. The individual family data in both files should be confidential.

2. Careful inventory should be made of the present availability of generalized family casework and mental hygiene services in different sections of the state. Unpublished materials assembled in the course of this study can be used as a basis for such an inventory.

This material shows that in many areas of the state there are no agencies equipped to deal with the basic causes of family trouble. The state is relatively well covered by probation, child placing, public assistance, and other specialized services. But usually the agencies providing these services do not have the resources to provide a generalized treatment service nor is this one of their accepted functions.

Private family agencies in many instances do provide such service, but few are located in rural areas, and even in the larger urban centers they are not able to meet the whole need. The child welfare service section of the Division of Child Welfare also is equipped for generalized treatment, but its present availability is very limited.

For this reason, in many places, the probation department of the Juvenile Court, the Division of Child Welfare, local public welfare departments, visiting teachers, and other specialized units either have to carry families for treatment themselves, doing the best they can for them, or let the families drift, even though they know that treatment called for is beyond their scope.

3. With the materials from this inventory in hand, it should be determined in each area which agency might most appropriately provide a generalized family service and that agency be negotiated with regarding the acceptance of this responsibility.

In many areas, the most appropriate agency would be one of those represented on the committee. In some, negotiations would have to be entered into with other public or private units. Inevitably, the two major agencies with statewide coverage—the Public Welfare Department and Juvenile Court—would have to accept much of this responsibility. It is appropriate that they should do so, for now they are having to deal with the results of family disorganization in the form of delinquency and neglect. From the point of view of administration and budget, they will benefit most from checking these caseloads.

The systematic acceptance of responsibility for family service by some agency in each area is of course only the first step. Most of these agencies will have to develop additional casework staffs, competent to give skilled diagnosis and treatment. Because of this we would anticipate that the bulk of the responsilibity for new family service in areas where it is not now available would be accepted by the Division of Child Welfare of the State Department of Public Welfare. It is now moving in that direction through its limited provision of special child welfare service—misnamed, since the basic purpose is family treatment.

4. In connection with the central reporting of disorganized families, procedures should be developed for tentatively identifying the serious chronic cases where constructive rehabilitation is least possible, in order to make special plans for supervisory and supportive service to them.

As we have seen, our data indicate that there are families in every community which are constantly in one kind of trouble or another. Many are so badly disorganized as to give little hope that even our best diagnostic and treatment service could cure the underlying causes of their difficulty. Many, although by no means all, showed serious mental deficiency.

Primarily, these families need supervision and supportive treatment, not to try to solve unsolvable problems, but to help preserve what strengths there may be, and try to prevent individual members from breaking out anew and causing further trouble for the rest of the family and the community. This protective or supportive service, it seems to us, should not be confused with the generalized diagnostic and treatment service needed by the large majority with less serious trouble.

The committee should select those agencies throughout the state best equipped to give this special type of service and make orderly arrangements by which cases can be referred to them after thorough diagnosis by the generalized family service units.

5. Procedures should be developed through which to reach out and discover families whose troubles are in an early stage, and facilitate their referral to the generalized family service units.

Actually, under present circumstances, the greatest block to the development of such discovery procedures is lack of family service resources to which to refer such cases. Many of the primary agents of discovery—probation officers, police, public welfare workers—are in close touch with such families and recognize their needs. With these, the door of opportunity for service needs only to be opened. Other lines of flow from schools, industry, organized labor, medical agencies, churches, and other contact sources can be opened and cooperative practices worked out as more diagnostic service becomes available. In the long view, such a ready flow of families needing service in the early stages of their troubles holds out the best hope for eventual prevention and control.

CONNECTICUT HAS A NETWORK OF agencies which can do much to reduce delinquency and neglect if it will redirect their services toward a definite preventive goal. We trust that the materials gathered within the prescribed limits of this study have helped to define that goal more clearly. It is nothing less than to make systematic provision for skillful treatment of those socially unstable families whose difficulties we found to be the primary cause of delinquency and neglect.

Drawings for *Survey Midmonthly* by Elizabeth Tazelaar
Charts by The Chartmakers

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THE COMMON WELFARE

Whither Rent Control?

OPA rent control will expire on June 30, unless Congress extends it. Its opponents are vigorously urging that some increase be permitted, at least a blanket 10 or 15 percent—if not complete removal. Several bills have already been introduced to provide substantial increases in rent ceilings and for the removal of all controls by the end of this year or a fixed date in 1948. Hearings are now going on before a rent subcommittee of the Senate Banking and Currency Committee.

Another significant move was the recent directive of Major General Philip B. Fleming, director of the Office of Temporary Control, to regional rent offices to "liberalize" rents in hardship cases. While the most ardent advocate of rent control could not reasonably oppose relief in hardship cases, it may well be queried, however, why a special order is necessary, since under the present statute this is possible. The remedy would appear to be careful administration rather than a new directive.

Should rent control expire, it will mean, in all probability, a steep rise in residential rents in all currently controlled areas. The situation which followed World War I, when rents doubled and trebled in a very short period, might then be anticipated. What that would mean to the average man's budget needs no amplification.

Housing is not affected by decontrol like other commodities. The ending of rent control now would enable the owners of existing dwellings to raise rents without the restraint of competition. Construction is a slow job, and it might be a matter of several years before supply could overtake demand. The buyer's resistance technique obviously cannot be resorted to in the case of dwellings. He cannot take a cheaper substitute or use less than under present circumstances. The only alternative is to buy—at inflated prices.

Lobbies interested in ending federal rent control are active. In the face of this pressure, Congress needs to be made aware of the public demand for continued control. The Conference of Mayors and the Congress of Industrial Organizations have gone on record emphatically for its continuance, and President Truman has expressed himself as wholeheartedly for it.

If Congress should fail to extend the law, there is another remedy, namely, state rent control. New York took the leadership last year in enacting a residential rent control law, to take effect automatically whenever federal control expires. To assure that present rent levels hold, discussion is now going on as to the need further to amend this state statute, in case it should become effective after higher rents have been permitted through national legislation. Unless the legislatures of other states enact such a law, a tragic situation may face their residents if federal control should end. It is up to individual governors and legislatures. Citizens should press for the passage of the necessary legislation.

Measurement

Generally speaking, social workers, in contrast to doctors, engineers, and other professionals, have shied away from experimentation with tools for measuring the results of their diagnostic and treatment efforts. There hardly seems to be any good reason why this should be so. Other professions learn as much or more from their failure as they do from their success, and suffer no great handicap by a policy of "open failures openly arrived at." Few things give more encouragement to the development of a scientific frame of mind than the determined effort "to measure."

So, it seems to us, the results of a project reported by the committee on penal affairs of the Pennsylvania Public Charities Association deserves more attention than it might otherwise command. Beginning in 1929, prisoners admitted to the Eastern State Penitentiary of Pennsylvania were given group intelligence tests on admission. The results of these tests together with the prisoner's social case record, criminal record, prison and pre-prison record, were made available to the parole board.

From 1927 to 1933, psychologi- took these data, and for each man appearing before the board, established a prognosis regarding the probability of his success with parole. The chances of each parolee were rated as either "probably good," "probably fair," "probably poor" or "very poor (bad)." Altogether 225 men were paroled during this period and their prognoses recorded.

Last spring the records of these men were checked and the results compared with the original prognoses. Of the 225, 87 had violated their parole, although in twelve instances these were technical or minor offenses. Eighteen were still on parole.

The results show that the original judgments regarding the probability of the men's parole success were much more than "shrewd guesses." The 87 failures represented approximately 39 percent of the total group. But only 25 percent of those failed whose original prognoses were "probably good." The record of those whose chances were rated as "probably fair" was a little worse. Twenty-nine percent of these failed. The "probably poor" group's record was considerably worse. Forty-four percent failed. And of those originally rated as "bad" chances, 80 percent failed.

The results of this project are interesting. But its significance lies in the fact that it seems to demonstrate the feasibility of developing procedures by which to measure the validity of diagnostic judgments.

Leadership for Children

When Congress created the U. S. Children's Bureau in 1912, it gave Julia C. Lathrop, the bureau's honored first chief, $25,640 to cover salaries and expenses. For the fiscal year ending 1947, Congress appropriated nearly $39,000,000 for four direct service programs which the bureau now administers. Behind the contrast between these two figures lies a story of growth and development which the bureau recently prepared for the Labor Press in connection with its transfer from the Department of Labor to the Federal Security Agency.

Up to 1935, the bureau's chief con-

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cern had been with the collection of facts about children's problems, special research projects, publications, consultation, and the general stimulation of measures for child welfare and protection. The period during the Twenties when it administered $1,240,00 a year for maternal and child health in grants-in-aid to the states under the Sheppard-Towner Act accounted for the principal exception to this general policy.

The passage of the Social Security Act in 1935, however, started a marked shift in emphasis and function. Although continuing its research and consultation service, the bureau began to take on the administration of state aid programs. How important that phase has now become is illustrated by the current federal appropriation to four main services: maternal and child health, $11,000,000; crippled children $7,500,000; child welfare services, $3,500,000; and Emergency Maternity and Infant Care for the families of enlisted men, $16,664,000.

The twenty-odd years prior to the Social Security Act had seen great strides in the reduction of the maternal and infant deathrate, the reduction of child labor, and the development of better social services for children. Despite the relatively meager budgets of those days, the bureau can justly claim great credit for the role which it played in these two decades. For it gave leadership to and, in a real sense, spearheaded the whole movement which brought about these results.

Our Economic Health

Last month President Truman transmitted to Congress his first Economic Report, required of the Chief Executive by the Employment Act of 1946. This new governmental tool provides, as the report's introduction points out, "the basis for an orderly and continuing review of the economic state of the Union and for integrated and comprehensive steps to ensure the permanent economic health of the nation."

The recommendations—the longest section of the fifty-page document—are divided into a short range program and a long range program. Both programs emphasize concerns central to the interest of *Survey Midmonthly* readers. Thus, for immediate attention, the President urges upon Congress the need for extending the coverage of the Fair Labor Standards Act, and raising the minimum wage; also, for revising social security benefits "to alleviate real hardship which has been aggravated by increases in the cost of living."

In his long range program, President Truman includes a strengthened social security system, with "a program of medical care and disability benefits" added to it; and "expanded peacetime programs of public health, nutrition, and education." The report also underscores the importance of integrating "proposals for maximum employment, production and purchasing power, and proposals traditionally regarded as being in the general-welfare area."

The report (reprinted as House Document No. 49 and available from the Superintendent of Documents, U. S. Government Printing Office) is "must" reading for all Americans interested in the better ordering of our common life.

State Health Plan

While the question of a national plan to provide medical services is being batted around in the nation's capital, the neighboring state of Maryland is quietly rounding out a second year of operating its own state plan.

The Maryland law not only provides "medical services to the indigent" but also for the "medically indigent in all of the counties" of the state. This law was passed in February, 1945.

Welfare clients are automatically eligible for the service and are certified by county welfare boards. County health directors receive applications from those not on relief, and determine eligibility on the basis of a graduated scale of income for families, ranging from $900 for single persons to $1,700 for families of six persons.

Administered by the State Health Department through its newly set up Bureau of Medical Services, the program is financed by an annual appropriation of $200,000. Any licensed physician may participate. Fee scales allow $2 for office visit, $3 for daytime home calls, $4 for night home calls, and $1 additional for ten miles or more travel. Provisions are also made for dental care, hospital care, bedside nursing care.

Acting in advisory capacity to the Health Department are the State Council on Medical Care and the County Advisory Committees. Members of the council represent medical school faculties; medical, dental and nurses associations; mental hygiene commission and welfare department.

It would seem that Maryland will be ready for participation in a national health program—come the day!

Institutional Isolationism

The current plans of mental hygiene leaders to build up a backlog of public support for better institutional administration, is a reminder of the natural forces which make for the "isolation" of institutional service, no matter what the field may be.

Recent exposés in Ohio and other places have provided the immediate spur to these educational efforts. Unfortunately, there is nothing unique about this 1946 illustration of an old phenomenon. A prison riot, a reform school scandal, an epidemic in a children's institution, a fire in an old folks home, or any one of a dozen things that command attention from the public press, all too frequently bring into momentary limelight conditions that long have festered to the disadvantage and frequently abuse of the inmates for whom service presumably is provided.

The phenomenon may be curious but there never has been any mystery about the reasons for it. Institutions actually are "isolated." Physically many are located in relatively remote places. Within the four walls of all of them is housed a compact group of inmates and staff who are thrown together in the intimacies of daily living. Outsiders see the walls and grounds if they happen to pass by, but only if they have special business do they filter through its gates. The natural inclination is toward a self-sufficient, sometimes defensive, psychology and economy.

"Institutional isolationism," however, is not inevitable. The woods are full of modern, able superintendents and boards who have made their institutional service a real part of the community. Particularly in the last couple of decades many have completely dissolved the iron curtain which separated them from the stream of professional and community life. But they have had to work at it. And invaluable to them indeed is any effort to make the public understand that, as Dr. G. H. Preston, Maryland Commissioner of Mental Hygiene, put it, "No building ever cured a patient; patients are only cured by trained people."

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HERE IN WASHINGTON

PROSPECTS FOR THE NEW Department of Welfare, with Cabinet status, seem to be bright. In his State-of-the-Union message the President urged the new Congress to take immediate steps toward the creation of such a department and, from all accounts, the Congress will give him his wish.

Senator Robert A. Taft of Ohio, the top boss of the Senate these days, and Senator Fulbright of Arkansas have introduced a joint bill (S.140) on the subject. It has been referred to the Committee on Expenditures in the Executive Department.

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THE NEW SIMPLIFIED HOUSING program can be stated briefly as follows:

1. Floor space is now limited to 1,500 square feet, not including basements, attics, porches, and garages. This allows the construction of a two-story house measuring approximately 20 by 30 or one story 40 by 35 feet.

2. Only one bathroom, complete with fixtures, may be built into a house, but additional bathrooms may be roughed in to allow for completion at a later date.

3. Houses must be built for year-round use.

4. Rental properties must be held for 30 days for veterans, and those built for sale 60 days.

5. Rentals must average no more than $80 a month. Owners of multiple dwelling units may rent some units for over $80 if others are rented for sufficiently less to bring down the average to the prescribed figure. An additional $3 a month may be charged for heat, water, light, and janitor service.

No additional priorities will be issued to builders, and the system of set asides of materials in the hands of dealers and producers will be eliminated as soon as commitments for priorities already granted are met.

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THROUGH A GRANT OF $228,400 made by the National Foundation for Infantile Paralysis, fellowships for postgraduate training in public health will be available to graduate physicians and engineers for the school year beginning in September 1947.

Nonveterans receiving the fellowships will be paid $3,000 for subsistence during the year, while veterans will receive the difference between that amount and their subsistence allotments under the GI Bill of Rights.

Applications are being received by the Surgeon General, U. S. Public Health Service, Washington 25, D. C. They must be in his hands not later than May 1.

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THE SENATE FINANCE COMmittee has tentatively approved the appointment of a "Council of Experts" to study the whole field of social security legislation. Senator Eugene D. Millikin of Colorado is chairman of the committee.

The proposal indicates another prolonged "study" with action delayed until it is completed. In the light of the far from friendly attitude of the House Ways and Means Committee on the subject, it would seem that any hope of social security expansion in the near future has gone a-glimmering.

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AMERICAN STUDENTS HOPING TO study abroad under the Fulbright Act can pack up their books until the fall of 1948. Present prospects are that the program will not be in operation until the school year of 1948-1949. Technicalities are holding up the drafting of procedures.

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READERS ARE NOW BEING PROvided by the Veterans Administration for blind veteran students. For this service the VA tries to pick sighted superior students, upper classmen, or graduate students majoring in the subject being studied by the veteran. In some cases, a reader is picked for each subject.

Eligible for the service are all enrollees under the Veterans Vocational Rehabilitation Act (Public Law 16) whose best corrected vision is 20/200 in both eyes, whose central vision is more than 20/200 but limited in its field or whose sight impairment may be aggravated by reading.

Blinded veterans taking on-the-job training under PL 16 are also eligible if the VA finds that study is necessary to their training.

The VA recommends two hours of reader service a week for each credit hour of study.

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THIRTY-THREE TOWNSEND National Recovery Plan workers are registered with Congress as lobbyists. House records show that 17 of these get a share of membership dues from the nationwide string of Townsend Clubs instead of salaries. The commissions vary from 25 to 50 percent of the amounts collected in the area worked by the lobbyist.

Dr. F. E. Townsend, the founder of the movement, lists himself as getting $7,800 a year from the organization. No other organization registered lists as many lobbyists as does the Townsend Plan.

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THE VETERANS ADMINISTRATION is taking exception to all this talk of the "52-20 Club." VA finds that to date 66,627 veterans have exhausted their rights under the readjustment allowance which, VA thinks, is a pretty good showing in the light of the overall total.

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THE U. S. CHAMBER OF COMmerce has announced the results of a survey showing that approximately 12,000,000 workers, or 40 percent of the employes in private industry, are protected against loss of wages resulting from disability. The Chamber found that 23,000 employers carried group insurance for 5,928,333 workers, paying an average of $17 a week. The remainder of the 12,000,000 were protected by wage-continuance plans, employe benefit associations, or similar programs with about 97 percent of the policies providing benefits for at least 13 weeks.

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IN THE DECEMBER ISSUE THIS particular page was responsible for the statement that the Farm Security Administration and Farm Credit Administration had merged, which was incorrect. The merger occurred between FSA and the Emergency Crop and Feed Loans Division of FCA.

Rica Schroeder

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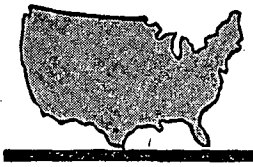

THE COUNTRY OVER

Education

An increasing shortage of teachers was forecast last month by Willard E. Givens, executive secretary of the National Education Association. Inadequate salaries, he stated, are causing qualified teachers to leave the profession, and slowing the recruitment of new teachers, with mounting price levels already canceling out higher salaries granted teachers in many communities for the current school year.

Mr. Givens pointed out in his statement that federal income taxes add a "special twist" to the economic burden of the teachers. Prior to 1939, teachers were not subject to these taxes, and "neither salary schedules nor personal budgets were adjusted to the expectation of such tax payments."

According to NEA tables, the "spendable income" of a teacher without dependents and receiving the average salary was 13 percent lower for the calendar year 1946 than for 1939. The NEA recommends a minimum salary of $2,400 for fully qualified teachers. After income taxes, the balance of $2,082, the association finds, would be worth $1,315 in prewar purchasing power.

Southern Conference

A general southern educational conference is to be held in Atlanta, Ga., April 10-11, according to plans recently announced by Homer M. Pace, president of the Southern Association of Science and Industry. The aim of the conference is to provide a meeting ground for businessmen, industrialists, political leaders, and educators "to design plans for improving southern educational standards and facilities."

Mississippi Schools

More than a third of the 3,737 segregated public schools for Negroes in Mississippi are housed "in churches, sharecropper cabins, and other buildings which lack almost every item of decent school equipment," according to "the most authentic survey ever made of the public school system" of that state, recently summarized by Marshall Wingfield in *The Christian Century*. To improve the physical conditions in these schools, the recent session of the legislature appropriated $3,000,000, to be administered by the State Building Commission to pay for half the cost of each classroom. Local communities must levy a tax to match the state funds.

The survey showed that the average annual salary of white teachers in Mississippi is $900; of Negro teachers, $435. These figures represent an average increase of $12.50 a month over 1945-1946 figures. White schools have eight-month terms, while Negro schools run for only six months. The Mississippi State Department of Education administers the federal school lunch program, but this has been extended to only a few schools for Negro children.

Textbook Bias

Few of the textbooks currently in use in elementary and secondary schools and in introductory college courses throughout the country express bias toward any population group. This is the major finding of a two-year study of 313 textbooks, directed by Howard E. Wilson, assistant director of the Carnegie Endowment for International Peace, for the American Council on Education. The complete report of the study, which was made possible by a grant from Milton Biow and Associates to the National Conference of Christians and Jews, will be published in the spring.

In the recent summary report, Mr. Wilson pointed out that, while books and courses of study are free of "intentional bias," there are in many of them "value judgments and implications, unconsciously or carelessly expressed, which tend to perpetuate antagonisms now current in American life."

Specifically, the study found that immigrants were often referred to in "patronizing terms," or even "in alarming terms as 'hordes' and 'swarms' and 'problems.'" In regard to the Jews, the study found "many inaccuracies in the description of Jews as a 'race'; there is little to offset the stereotypes of Jews which abound in contemporary social thinking." Negroes and Spanish-speaking groups are largely ignored, while sections on Chinese, Japanese and Filipino minorities often include "offensive generalizations."

In Print

The American Library Association (50 East Huron Street, Chicago 11) has published a revision of "Books for Adult Beginners," an annotated list for reading ability of Grades I to VII.

Integration in Trenton

A very active subcommittee of the Trenton, N. J., Committee for Unity has had as its major concern for several years "the integration of the public schools." In its annual report for 1945-1946, this civic problems subcommittee made three requests of the board of education: that "The Merchant of Venice" be removed from the school curriculum; that pupils be assigned to the schools in the district where they live, regardless of race or color; that at least two Negro teachers be assigned to the high school faculty, one man and one woman, for guidance work and for teaching. The committee noted further that it believed two additional requests should be made: that the name of Lincoln School be changed to Junior High School No. 5; that the all-Negro faculty of that school be dispersed throughout the system.

In a recent statement, the civic problems subcommittee was able to report that all five requests have been agreed to by the Trenton school authorities. "The Merchant of Venice" has been removed from the curriculum. Beginning with the current school year, pupils have been assigned to schools solely on the basis of geographic districts. There are two Negro members of the high school faculty—Mrs. George Hill, who teaches English and does guidance work, and Lloyd Williams, who teaches history. Junior High School No. 5 has an enrollment that is 60 percent white in the junior high school section, one third white in the elementary section. There are 24

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white teachers and 17 Negro teachers in both sections. In addition, each of the other junior high schools has two Negroes on its faculty, and there are seven Negro teachers in five other elementary schools.

Race Relations

The need for community organization based on real leadership from the minority community is highlighted in reports on race relations in two California cities, recently published by the American Council on Race Relations.

"No agency can be successful in developing organization and leadership in interracial communities until the practice of handpicking spokesmen from minority groups is ended," state the authors of "Intergroup Relations in San Diego." This report, prepared by Laurence I. Hewes, Jr., assisted by William Y. Bell, Jr., at the request of San Diego's mayor, city council, superintendent of schools and board of education, points out that colored minorities in that city are separated from the white community by varying degrees of social distance, yet are dependent on white initiative for their very existence. Here the Mexican group is almost totally lacking in leadership, and the need for Negro leadership "has been thwarted through the recognition by whites of colored individuals whose real function is that of liaison with the Caucasian community," rather than representation of Negro interests.

In "The Problem of Violence," a report on Los Angeles, Lloyd Fisher says that the central problem of the Mexican and Negro groups is "paralysis of social will." Mr. Fisher describes the great need not only for genuine leadership within the groups but for real organization of a following, so that the leadership can become a way for the group to be articulate.

Each report refers to such demonstrations as "zoot suit riots," however deplorable, as at least indicating some capacity for resistance and for social organization of inarticulate groups. Such gangs, according to Mr. Hewes, can be steered toward socially constructive objectives.

A good deal of thought has gone into recommendations for organizational plans in both these publications. The San Diego study recommends a central community organization such as an Urban League Chapter with a paid secretary, which will reach out into all sections, classes, organizations, and racial groups in the city. It is suggested that all city organizations might coordinate their interracial activities through such a central group, since "many small and spasmodic efforts for improving race relations are a waste of time and money."

The Los Angeles study urges an interracial organization of the people, rather than of colored and white spokesmen for the people, starting on a neighborhood basis and dealing with specific problems.

Continuing Battle

Early in January, the Actors Equity Association, New York City, announced that it was planning a campaign of persuasion to end segregation in Washington theaters. Later in the month, Paul Robeson, Negro singer and actor, decided to take a two-year leave of absence from theater and concert stage in order to "talk up and down the nation against prejudice." Mr. Robeson made his decision public in St. Louis where he marched in a picket line sponsored by the Civil Rights Congress of St. Louis to protest the segregation practices of the American Theater. Two days previously, Mr. Robeson had given a concert in the city-owned Kiel Auditorium which has a nonsegregation policy.

The United Parents Association, representing 100,000 parents in New York City, will conduct a seminar this year on race relations in collaboration with the National Conference of Christians and Jews. It will also provide field workers to study the problems of neighborhoods troubled with race tension.

Civil Rights

Reflecting concern over recent violence toward racial minorities is President Truman's appointment in December of a Committee on Civil Rights. The fifteen-member body with C. E. Wilson, president of the General Electric Company, as chairman, will make recommendations for legislation or other means of strengthening the hand of the federal government in dealing with racial discrimination or violence.

Other members of the committee are Frank P. Graham, president of the University of North Carolina; James B. Carey, secretary-treasurer, CIO; Morris L. Ernst, lawyer and author; Channing H. Tobias, director of the Phelps-Stokes Fund; Franklin D. Roosevelt, Jr., chairman of the housing committee of the American Veterans Committee.

In announcing appointment of the new committee the President said: "Freedom from fear, and the democratic institutions which sustain it are again under attack. In some places, from time to time, the local enforcement of law and order has broken down, and individuals—sometimes ex-servicemen, even women—have been killed, maimed or intimidated." The constitutional guarantees of individual liberties, he said, place on the federal government "the duty to act when state or local authorities abridge or fail to protect these constitutional rights."

At the Grass Roots

The Highlander Folk School in Monteagle (Tenn.) is planning a three-year, interracial, rural education program throughout the South, Myles Horton, director of the school, announced in December. "Prosecution of groups like the Columbians will help to stem the tide of prejudice," Mr. Horton said, "but the positive development of a progressive program for the South can come only through education and native leadership."

To be carried out by native southerners on the staff of the school, the program will use existing farm and community organizations according to *The New York Times*. The plans call for interracial residence sessions at the school, and traveling teams of instructors and specialists to carry the program to remote areas. It is hoped that motion pictures, posters, publications, conferences, classes, and institutes all can be utilized.

The school plans to add new members to its staff to concentrate on rural education, including a director, specialists in cooperatives, health and recreation, a research and publications man, an organizer, and a secretary.

A tentative budget of $254,000 has been set for the three-year period. Some financial support already has been pledged for the program and the school will campaign for more funds.

Youth Conference

Negroes must seek "unadulterated equality in every field" and "stop apologizing for being alive," Justice Hubert Delany of the New York City Court of Domestic Relations, told the

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annual youth conference of the National Association for the Advancement of Colored People. Held in November in Louisiana, the meeting was attended by about 300 representatives from all over the country.

Voicing a note of warning, Thurgood Marshall, special counsel for the NAACP, advised the conference that a "disobedience movement on the part of Negroes and their white allies, if employed in the South, would result in wholesale slaughter with no good achieved." Such a movement had been suggested to him, he said, " by some well-meaning radical groups." Rather, he suggested such measures as making segregated education as costly as possible by asking "for everything which is your right."

Oliver W. Harrington, director of public relations for the NAACP, urged that southern Negro colleges, if they must be segregated, work harder to give their students the benefit of art and great music. "The great fight upward to make first class citizens out of the masses of our people," he said, "rests upon the determination to allow them to express themselves by the standards of the finest arts."

In Print

"Spotlight on Gary" answers its own question, "Did You Ever See a Dream Growing?" This pamphlet is a tribute from the Community Relations Project of the National Urban League to Gary, Ind., "for its selection as that American city which — among the five communities having been served by the Community Relations Project during its first year (1944-45)—has since shown most concrete advance towards translating project-recommendations into social action for interracial cooperation."

This is a careful and artistic publication with a poetic text by Manet Fowler, and art by Russell Sherman. Price 50 cents from the league, 1133 Broadway, New York 10.

"Race Fear and Housing" is a detailed account of the efforts of Negro groups in Buffalo to get a fair share of wartime public housing on a non-segregated basis. A bad result of the segregation policies in such housing, according to the pamphlet, was the breaking of a pattern of relatively harmonious race relations in Buffalo, which had been known as the "City of Good Neighbors."

Written by William L. Evans, executive secretary of the Memorial Center and Urban League, Inc., in Buffalo, the pamphlet may be ordered from the National Urban League, 1133 Broadway, New York 10. Price 25 cents.

Professional

The American Association of Social Workers has announced that the 1947 delegate conference will be held in San Francisco on April 11, 12, and 13, preceding the meetings of the National Conference of Social Work, which are scheduled for the week of April 13-19 in San Francisco. AASW's national board meeting, at which final action on delegate conference proposals was taken, was held in Chicago on February 2, 3, and 4.

Cooperation

Program of the Service Cooperation Committee, recently affiliated with the National Social Welfare Assembly, is well under way, according to the October *Public Health Nursing*. An extension of the work of American War-Community Services, it became a permanent committee of the assembly the end of December when AWCS was disbanded.

According to the news item, "The committee makes possible the clearance of information and consultation between national and local groups which are in any way concerned with health and welfare services within one community."

Public Affairs

The Community Service Society in New York has set up a bureau of public affairs headed by former New York Commissioner of Welfare Leonard V. Harrison.

According to a recent release from the society, the new bureau will seek ways in which the society as an "unofficial citizens organization can give effective assistance and support to public administration" in such fields as housing or education.

Fellowships

Announcement has been made by Surgeon General Thomas Parran of the U. S. Public Health Service that applications for fellowships in post-graduate public health training for physicians and engineers for the school year beginning in the fall of 1947 will be received up to May 1, 1947. The fellowships, which are made possible by a grant from the National Foundation for Infantile Paralysis, provide an academic year's graduate training of about nine months in an accredited school of public health or an acceptable school of sanitary engineering followed by three months field training. Both men and women, who are citizens of the U. S. and under 45 years of age, may apply. Applicants may secure information by writing to the Surgeon General, Attention, Public Health Training, Nineteenth Street and Constitution Avenue, Washington 25.

Hypertension

A grant of $270,000 has been awarded by the U. S. Public Health Service to the Washington University School of Medicine for research on hypertension. The work will be directed by Dr. Henry A. Schroeder of the hospital of the Rockefeller Institute for Medical Research. Dr. Palmer H. Futcher, who will assist in the project, will also be engaged in a study of electrolyte metabolism in cardiac failure under a grant from the U. S. Navy.

In Print

"The Outlook for Women in Occupations in the Medical and Other Health Services," Bulletin 203, No. 12, issued by the U. S. Women's Bureau, describes trends in the general medical and health field and the effect of these trends on the demand for women workers. The principal occupations of interest to women are compared with respect to volume of employment, regulation of practice, minimum preparation required, and earnings.

Some of the recent changes influencing such specialized occupations as physical therapists, laboratory technicians, dental hygienists, and others, which have been covered more fully in previous publications, are also reviewed.

New Publication

The first number of *Staff*, a magazine for social service employes, was issued in January. The new magazine is published by the United Office and Professional Workers of America, CIO, and is edited by UOPWA's vice-president, Joseph H. Levy. Assistant editor is Helen Terry, former assistant editor of research publications for the Foreign Policy Association. The purpose of the publication, according to a statement by UOPWA's presi-

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dent, Lewis Merrill, appearing in the issue, is to provide "a forum through which the men and women of social work can freely examine the problems of our times and discuss how they best can guard and expand their own role in finding constructive answers for their country, their field of work and their individual well-being."

About People

A "recording" of the manual alphabet, by which sighted persons may communicate with the deaf-blind, has been made by Helen Keller, noted deaf-blind leader, for the American Foundation for the Blind. Photographs of Miss Keller's hand forming each letter of the manual alphabet have been arranged in chart form, which are being distributed free by the foundation to teachers and families of the deaf-blind. According to the foundation, this way of communication is widely used by sighted people who cannot hear, and a speaking person can spell out words into the hand of the blind person by using the alphabet.

Distribution is being made through the Services to the Deaf-Blind of the foundation, a program established last year at the solicitation of Miss Keller in behalf of those whom she calls "the loneliest human beings on earth." According to the foundation, there are about two thousand people, in the United States who are handicapped in this way, the largest number of them between twenty and thirty years of age. The foundation is located at 15 West 16 Street, New York 11.

Job Changes

Maurice Pate, former aide to Herbert Hoover in foreign relief work, was appointed executive director of the International Children's Emergency Fund on January 8. The appointment was made by Secretary General Trygve Lie of the UN, in consultation with members of the fund's executive board. Mr. Pate has taken an active part in European relief and welfare work since World War I, through the American Relief Administration, the Commission for Polish Relief, and the American Red Cross.

Bertram H. Gold has resigned as assistant professor of social work at the School of Social Work, University of Toronto, and has accepted the position of director of the YMHA in the city of Newark, N. J.

Harry O. Page, deputy commissioner for welfare and medical care in the New York State Department of Social Welfare, was elected president of the American Public Welfare Association at the annual meeting in Baltimore. Mr. Page had been a member of the association's executive committee. Previous to his New York State appointment, Mr. Page had served as state commissioner of health and welfare in Maine for three years and commissioner of public welfare in New Hampshire for seven years.

Irving Brodsky has accepted the position of executive director of the Jewish Association for Neighborhood Centers. Mr. Brodsky, who will assume his new duties on April 1, has served as assistant executive director of the association since August 1946.

Awards

Dr. Alan F. Guttmacher of Baltimore, Md., and Dr. Abraham Stone of New York City were named in late January as winners of the third annual Lasker Awards of the Planned Parenthood Federation of America. The awards, which were given for distinguished leadership in marriage counseling, consisted of a medallion and a $500 cash prize for each winner.

Dr. Guttmacher, associate professor of obstetrics and gynecology at Johns Hopkins Medical School, has established clinics in several American cities for treatment of infertility. Through his writing and lecturing he has been successful in "gaining the support of physicians, clergymen, educators, and others concerned with the dangers which menace American families through lack of preparation for marriage and parenthood."

Dr. Stone is at present medical director of the Margaret Sanger Research Bureau, largest planned parenthood center in the country. With his late wife, Dr. Hannah Stone, he set up a marriage counseling service in New York City which has served as a model for other American communities.

Play School Conference

"Children in Today's World—A Challenge for Cooperative Planning" will be the keynote for the annual two-day conference of the Play School Association, which will be held Friday and Saturday, March 28 and 29. Workshops, visits to play schools, and individual consultations will be on the agenda for the first day. Speakers from the fields of social work and education will address both morning and lunch sessions on the second day at the Hotel Pennsylvania.

Headquarters of the association are at 119 West 57 Street, New York.

Workshop

The John L. Elliott Institute of the Society for Ethical Culture offers, among its tenth semester courses beginning in February, an eight-weeks series of workshops on "Unions and Group Work Agencies." According to the prospectus, the workshop will devote itself to "clarifying the principles involved in the hope of drawing up a model contract, and . . . attempt to set forth the ways in which unionization can best forward the concerns of working personnel and the purposes of the agency."

The chairman of the workshop is Max Grossman, an attorney. Applications should be sent to Jerome Nathanson, director of the institute, 2 West 64 Street, New York 23.

AASW Staff Appointment

David G. French, former assistant professor and director of the Bureau of Social Research of Indiana University's Division of Social Service, has been appointed assistant executive secretary of the American Association of Social Work. Mr. French will carry responsibility for the research, statistics, and publications activities of the association, serving as editor of the *Compass* and taking major responsibility for editing other publications.

Fort Getty Experiment

At the recent meeting of the National Committee for Mental Hygiene (see *Survey Midmonthly*, December 1946, page 333), Dr. Richard M. Brickner described the experiment at Fort Getty, R. I., where selected German prisoners of war, of more democratic inclination, were exposed to the ways of democracy. "More warmth and human reality was brought out in personal relationships [with the prisoners] and from that a more human and less literal concept of public affairs was evoked. Even war could then be seen as a matter of human relations. Personal and community responsibility and guilt were comprehended."

The average German needs education in the relations between one person and another, and especially between parents and others, rather than the three R's, says Dr. Brickner.

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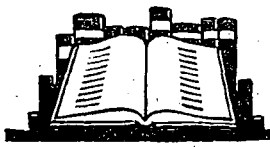

BOOK REVIEWS

HEALTH AND SOCIAL WELFARE 1945-1946. Advisory editor The Rt. Hon. Lord Horder. Todd Publishing Company, Ltd. $6.

THIS IS THE SECOND EDITION OF A reference book prepared by a London publishing house, with the assistance of an advisory editor (an eminent Harley Street doctor, who holds the appointment of Physician to the King), and is one of a series on various subjects. Its ten sections are of varying length and merit, ranging from a group of informative and valuable articles on important topics, through a helpful directory of British health and welfare agencies and useful summaries of the functions of official and unofficial organizations in Britain, to an anemic section on "Statistics and Tables" (mainly vital statistics) and a bibliography so badly organized, selected, and listed as to be virtually worthless except to the person who knows his way around.

The value of the book to one on the American continent, is that it gives more of an overview of health and welfare in Britain than anything which has appeared since the excellent PEP reports of the late 1930's or "The British Social Services" and "The British Health Services." Some of the leading articles, such as "Nutrition and National Health" by Sir John Boyd Orr, "The War and Medical Progress" by John Langdon-Davies, "Future Developments in the Field of Mental Health" by Dr. Aubrey Lewis, "Compensation for Industrial Injury" by Professor Herman Long, and "The Juvenile Court and Child Protection" by Cecily M. Craven, give not only an account of current problems and policies in Britain, but also the views of outstanding experts on needs for future policy. In these articles and in the statements of official and unofficial agencies one gains a sense of the vigorous thinking and planning that is back of the postwar reconstruction of the social life of Britain.

Unfortunately, the book is marred by a good many blemishes. It is far weaker on the side of welfare than of health. Out of thirty-one leading articles, twenty-one are definitely on health subjects, four may be classified as "health and welfare" and six as "welfare." The editors appear to have dragged in "social welfare" as an addendum to "health" without having very clearly defined the territory to be covered. Hence, one finds no special articles on such topics as public assistance, housing, social insurance, recreation, or family welfare. The directory of organizations and the "Who's Who" cover mainly health agencies and medical personnel.

There is marked lack of uniformity in the book. For example, the editors have expansively reached out to include articles on social security and directory listings for the British Commonwealth and a few foreign countries. But this excursion beyond the borders of Britain is so incomplete (there is nothing on social security in Canada and Australia, although there are articles on New Zealand and South Africa and on health services in the USA and Rhodesia) that it might better have been omitted.

It must be added, however, that this is the closest approach to the "Social Work Year Book" yet to come out of England, and for this one should be grateful.

HARRY M. CASSIDY
School of Social Work
University of Toronto

NURSING IN COMMERCE AND INDUSTRY, by Bethel J. McGrath, R.N. The Commonwealth Fund. $3.

NURSING IN INDUSTRY HAS BECOME an important and recognized portion of the industrial public health campaign. Starting from very humble beginnings in the year 1895, at the Vermont Marble Works, with the provision of one nurse, we now have in the United States many nurses employed by and in industry on programs under the guidance of physicians and encouraged by the organized medical profession.

The industrial nurse occupies a position which places her in close working contact with management, the welfare department, the employment office, the worker and the medical profession. As such, her relationships are often fraught with difficulty. Never before, to the reviewer's knowledge, has the delineation of the duties and responsibilities of the industrial nurse been so clearly and completely drawn as in the present volume. But this is by no means all that the author has done. Miss McGrath has completely covered the whole sphere of activity of the nurse in industry.

Some of the more significant chapters deal with the nurse's duties and responsibilities, physical facilities of the industrial health centers, mental hygiene, problems of women in industry, rehabilitation, and workmen's compensation.

The section on records and reports, prepared by Heide L. Henriksen, is most complete and should be consulted by those in search of standard procedures for use in industrial establishments. The sample forms which are presented are adequate and well designed.

Two other sections should receive special comment. The section on sight conservation by Eleanor Mumford, formerly of the National Society for the Prevention of Blindness, gives a full picture of sight conservation in industry; and the section on hourly nursing service, prepared by Lucille M. Harmon, discusses a trend in the field which is now making considerable headway.

For a long time, there has been a real need for an authoritative work in this field. The present volume so completely fills this need that it may truly be said that the public health worker now has at his command a completely authoritative text in industrial nursing.

LEONARD GREENBURG, M.D.
Division of Industrial Hygiene and Safety Standards, New York State Department of Labor

VOLUNTARY SOCIAL SERVICES. Edited by A.F.C. Bourdillon. Order direct from Methuen & Co. Ltd. London. 16 shillings.

THE PROBLEM OF RELATIONSHIPS BEtween private and public agencies in America has its active counterpart in England where the boundary line between voluntary and statutory bodies has been shifting very rapidly, especially during the war years. In the book "Voluntary Social Services," a selected group of local studies gathered from the comprehensive collection of surveys made for the Nuffield College Social Reconstruction Survey, these

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relationships are carefully traced in several fields of social service including, among others, child welfare, services to the blind and the deaf, casework, voluntary youth organizations, and citizens' advice bureaus.

In Part I of the book Professor G. H. D. Cole of Oxford describes how voluntary social services have emerged and how their relations to the state have developed and changed during the past two and one half centuries. He traces these developments from the very early stages when poverty was the motivating force behind most voluntary organizations to the present time when the concept of voluntary social service is primarily one of fostering a sense of community. Professor Cole concludes that there will always be new needs that will have to be met by both voluntary and statutory bodies and that relationships between them must, of necessity, be flexible and cooperative.

Part II deals with a variety of organizations and services that have emerged to deal with certain obvious needs such as those of destitute children, the blind, the deaf, and the leisure time activities of youth. One whole chapter is devoted to citizens' advice bureaus which have mushroomed in number under the pressure of the recent war.

Three organizations are dealt with in the chapter on coordination, namely, the National Association of Discharged Prisoners Aid Societies, the Charity Organization Society, and the National Council of Social Service, each of which has achieved distinction in its own way in the field of coordination. The author comes out clearly with one fundamental principle of agency coordination. It is that a coordinating body can do little more than facilitate interagency cooperation and, even then, success depends on the active participation of each local agency in helping to manage the leadership and disciplines designed to improve agency effectiveness.

Part III is devoted to a description and evaluation of voluntary social services in three types of communities: the countryside, a London suburb, and an industrial city in Lancashire. The variety and complexity of social services are clearly revealed in these three descriptions.

The final chapter of the book draws three conclusions about the relationships between voluntary and statutory social services:

1. While there are many social services that statutory bodies must undertake in order to meet human need, there are many new services, particularly those involving social and educational programs, that the state cannot and should not try to perform;
2. The variety and complexity of all types of social services demand closer cooperation between all groups and some machinery to facilitate their interpretation and use; and
3. Voluntary associations, forming as they do the social conscience of the community, are essential to a healthy democracy.

This book would seem to indicate that the relationships between voluntary and statutory bodies in England are well ahead of those same relationships in America. As one who shared in the clarification of some interagency problems in England during the war years, I commend this book to every social worker in America. England has much to teach all of us.

DONALD M. TYPER
Associate Executive
Program Services, YMCA

SOCIAL INSIGHT THROUGH SHORT STORIES, AN ANTHOLOGY. Edited by Josephine Strode. Harper, $3.

HERE ARE TWENTY-SIX STRIKING CASE stories, presented as art, without benefit of caseworkers. Twenty-six fragments of life, each revealing human beings in sharp conflict—with environment, with social forces, or with themselves, and each giving a flash of insight into human behavior.

The stories, selected from the works of contemporary American and British writers, are offered as supplementary reading for courses in sociology, psychology, and social work. Their themes fall into familiar categories: relief, child guidance, care of the aged, mental hygiene, family service, youth guidance, minority groups, veterans, Americanization. But since these stories are literature and not social work, there are no solutions proposed, no reforms urged, no committees appointed.

Still, some questions are raised that have long echoed down social work corridors:

Can a "difficult" old man be happier in an old people's home than in the dutiful but resentful care of a married daughter? Edna Ferber's Mr. Minick says, "Yes."

Can a Hunkie laborer of Hunkietown be successfully transplanted from his dirty shack to a lovely "model home" prepared for his social uplift

STONE WALLS and MEN

By Robert M. Lindner

Here is a book that gives "a convincing picture of the miserable failure of our penal system" . . . . . Shocking case histories of how criminal tendencies and sexual abnormalities flourish inside prison walls.

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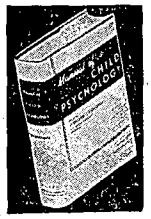
To Aid in Understanding the Behavior Problems of the Normal and Abnormal Child

MANUAL OF CHILD PSYCHOLOGY

Edited by LEONARD CARMICHAEL
President and Director of the Laboratory of Sensory Psychology and Physiology, Tufts College

This excellent book is written by leading authorities in the field of child psychology. Emphasis is placed, throughout, on the importance of bodily growth and development as companion and comparative processes to mental growth and development. Each chapter is complete in itself and gives an accurate picture of the way in which psychological characteristics develop. Thus a better understanding is gained of mental processes in general, and the book becomes an introduction to the knowledge, not only of child psychology, but of the psychology of the normal adult human mind, and even of the abnormal human mind. The range of subject matter is wide, and includes The Feeble-Minded Child, Gifted Children, The Adolescent, Mental Growth in Children, Language Development, Emotional Development, Environmental Development in Children, Character Development in Children, etc., etc.



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by the ladies of the Excelsior Club? Owen Francis' Pete Pussick growls, "Naw!"

What chance have five kids of New York's Lower East Side to emulate the civic example of Al Smith? Connie McRae, one of the five, confesses, "Not much."

We said there was not a caseworker in the lot, but we overlooked one. She is the field worker who comes to check up on nice Mrs. Blake to see if she is fit to be a foster mother to two British refugee children. She tosses about such phrases as "psychological adjustment" and "social conditioning" and makes poor Mrs. Blake extremely nervous. Once outside the house she draws out a big pad of paper and takes avid notes. Your sympathies are all with Mrs. Blake. BARBARA ABEL
Community Chests and Councils, Inc.

PSYCHIATRY TODAY AND TOMORROW, by Samuel Zachary Orgel, M.D., F.A.P.A. International Universities Press. $6.

"PSYCHIATRY, TODAY AND TOMORROW," by Dr. S. Z. Orgel, has as its stated purpose to bring together something more than a short compendium of the mental diseases. The book apparently is intended as a sort of guide to mental illness for the lay reader. It is a hodge-podge of psychoanalytic theory, much of it controversial, combined with descriptions of mental illnesses, their prognoses, and their treatments. For example, veterans who are psychiatrists may not agree with statements presented as fact such as: "The war represents a danger situation in which men are attempting to solve their conflict of ambivalence toward the father in a specific manner. They have divided their ambivalence toward their fathers between two father images. One, the good father, the soldier's superior; the other, the bad father, the country's enemy." Nor will psychiatrists agree with some of the other data presented as factual; for example: "In acute head injury the bowels may necessitate the use of a cathartic such as croton oil," or that "Epilepsy following head injury is almost unknown." This last statement is contradicted in a later section of the book with the statement, "5-15% of the brain wounded become epileptic." While most psychiatrists and neurologists recognize a psychogenic component to epilepsy, few would agree with the statement: "Psychoanalytic treatment in these cases, if prolonged sufficiently, proves successful."

There is a place perhaps for a well written volume dedicated to the purpose of this book. However, this is not it. Too complicated for the lay reader and too superficial for the serious student, it presents controversial theory as fact and contains numerous errors. By its type of presentation, it unfortunately does hurt to the science of psychoanalysis. The book is not recommended.

DONALD W. HASTINGS, M.D.
Department of Psychiatry and Neurology, University of Minnesota Medical School

JOSIAH WHITE—PRINCE OF PIONEERS, by Eleanor Morton. Stephen Daye Press. $2.50.

THIS IS A SAGA OF AMERICA. IT IS told with sincerity and feeling, and insight into the struggles of a people breaking the sod of a new world.

Here, through the adventurous life of one man, one of the stirring dramas of a young nation is unrolled. Josiah White, "the fighting Quaker," was

(Continued on page 64)

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TRAINED CASE WORKER by Family Service Association of Utica, New York. Excellent opportunity for intensive case work in general family relationships, youth problems and with unmarried mothers. Permanent position, immediate opening. Adequate salary based on training and experience. References exchanged. 8507 Survey.

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SUPERVISION OF SOCIAL CASE WORK and two case workers in a nationally known Protestant Adoption Agency in the Chicago area. Salaries according to professional training and skill. 8514 Survey.

WANTED: Case Worker in well established family agency and mental hygiene clinic. Opportunity for executive experience. Salary $2700-$3000. 8513 Survey.

WANTED: By the Worcester State Hospital, Worcester, Mass., a Psychiatric Social Worker, who may live in, or outside the hospital. Among the duties are history taking, investigation of home, community and work situations to which patients are to return on release, supervision of patients who are on visit in the community, and possible supervision of students from Schools of Social Work. Address inquiries to Bardwell H. Flower, M.D., Superintendent.

WANTED: House Mother for girls department, ages from 8 to 16 years. Should have at least a high school education with some experience. **$75 per month, board, room and laundry.** Two weeks vacation with pay. Two miles from Easton, Pa., with bus service every half hour. Permanent position. Write giving full details in letter of application. Children's Home of Easton, Pa., 25th St. & Lehigh Drive, Easton, Pa.

CASE WORKER with graduate training and several years' experience wanted for position as District Secretary. Opportunity for further training at New York School of Social Work. Episcopalian preferred. Youth Consultation Service, 808 West State Street, Trenton, N. J.

OPPORTUNITIES IN THE WEST — San Francisco, Los Angeles. Seattle areas — for work in military hospitals for medical, psychiatric and generic social workers and case supervisors with one or two years graduate training and at least one year of experience in medical or psychiatric situation. Beginning salaries from $228 to $342 plus quarters or quarters allowance. 40 hour week. 18 days annual leave, adequate sick leave benefits. Retirement Plan. Write Personnel Service, American Red Cross, Pacific Area Office, 61 Grove Street, San Francisco 1, California.

JACKSONVILLE! ! ! Two or three professionally qualified caseworkers desired immediately by well-known, privately supported, statewide, non-secretarian, child placing agency.
MIAMI! ! ! Graduate caseworker wanted for homefinding and adoptive studies. Excellent supervision assured. Salary range $2100 to $2700. Write to Children's Home Society of Florida, 403 Consolidated Bldg., Jacksonville, Florida.

PROBATION OFFICER-COUNSELOR, professionally trained with experience; to develop program in newly established Juvenile Court in growing industrial city; challenging opportunity; adequate salary. Write City Manager, Kingsport, Tennessee.

WANTED: Caseworker with one or two years training. Good working conditions and appropriate salary. Family & Children's Service, Charlotte, North Carolina.

TRAINED CASEWORKERS WANTED FOR CATHOLIC FAMILY & CHILD WELFARE AGENCY EXPANDING AND DEVELOPING ITS PROGRAM.
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CATHOLIC SOCIAL SERVICE, 995 MARKET STREET, SAN FRANCISCO 3, CALIF.

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CASEWORKERS: Professionally qualified, by Jewish multiple function agency. Salary range $2400-$3840. 8489 Survey.

CASE WORK POSITIONS—Full and part time. Part time employees work week ends while attending Chicago graduate schools of social work. Personnel policy sent upon request. Interviews arranged at San Francisco National Conference of Social Work, or as desired. Write, Travelers Aid Society, 608 South Dearborn Street, Chicago 5, Illinois.

SUPERVISOR, professionally trained and experienced in private state-wide Protestant agency where child placement and adoption work is done. Salary schedule meets personnel standards of the community. The Lutheran Children's Aid Society of Ohio, 4106 Franklin Boulevard, Cleveland 13, Ohio.

TRAINED CASE WORKER to work with servicemen and veterans in Home Service of Connecticut Red Cross Chapter. Salary commensurate with experience, and skills offered. 8509 Survey.

WANTED: Recreational Director with executive ability for Community House in Ohio. Protestant, married man preferred. Apartment furnished. Salary about $3600, depending upon training and experience. 8510 Survey.

OPPORTUNITIES AVAILABLE

WANTED—(a) Director for child guidance program; children's hospital; central metropolis; $4,000. (b) Medical social workers for hospital having expansion program; present patient census, 500; to be increased to 750; large city in United States dependency; patients predominantly of oriental extraction; $250-$310; transportation. SG2-1 The Medical Bureau (Burneice Larson, Director) Palmolive Building, Chicago 11.

SUPERVISOR for child placing agency. Requirements: two years casework training and demonstrated casework and supervisory skill in child placing work. Salary range $3000-$4000. Write Children's Service, Bureau, 127 N. W. Second St., Miami 36, Florida.

CASEWORKERS: Two well-qualified caseworkers wanted for hospital in New York City. Experience not necessary. Field work in psychiatric, family, or medical agency acceptable. Fairly new department. Emphasis on casework aspects of rehabilitation. Offers casework service to private patients on a fee basis. Good supervision. Salary range $2400-$3400. 8505 Survey.

COMMUNITY CENTER wishes to immediately employ an Executive Director. Work entails administration, programming and organizing. Recreational and group work experience required. Living quarters, vacation, sick leave and fair salary provided. Group hospitalization and retirement plan available. Excellent opportunity, good community and very cooperative Board of Directors. 8502 Survey.

WANTED: Trained Man Group Worker to be Assistant Director of a Community House and Director of the Boys' and Men's Department. House operates a summer camp for children and winter week-end camping for older club members. Located Metropolitan Detroit. 8503 Survey.

CASE WORKERS AND SUPERVISORS for Church agencies and institutions. Various positions throughout the country. Write: Division of Welfare, National Lutheran Council, 231 Madison Avenue, New York 16, N. Y.

SUPERVISOR, professionally trained and experienced in multiple service case work agency to have charge of unit where child placement and adoption work is done. Duties include administration of unit, supervision of 2 case workers and student, promotion of home finding program, responsibility for Foster Care Committee of Board, and participation in agency's general interpretative program. Salary range, $3500-$4000. Jewish Social Service Bureau, 15 Fernando Street, Pittsburgh, Pa.

AVAILABLE: WEST COAST FIELD STAFF POSITIONS involving case work, community organization, and administrative counseling to chapter Home Service Departments in California, Oregon or Washington. Beginning salaries from $251 to $296 plus travel and living expenses in the field. Also administrative and supervisory positions in chapters in seven western states. Must have graduate training and supervisory experience in case work. 18 days annual leave, adequate sick leave benefits. Retirement Plan. Write Personnel Service, American Red Cross, Pacific Area, 61 Grove Street, San Francisco 1, California.

WORKERS WANTED

WANTED: SUPERVISOR-DIRECTOR to assume responsibility for Council of Jewish Women's port and dock program in important seaport. Salary $3500 annually. 8488 Survey.

SUPERVISOR, man or woman, for child guidance agency where treatment is carried mainly by psychiatric social workers, under immediate and close supervision of an outstanding nationally known psychiatrist. Experience in a child guidance agency or related psychiatric work desirable. Interesting and challenging opportunity. Apply Jewish Child Guidance Bureau, 682 High Street, Newark, New Jersey.

MEDICAL SOCIAL WORKER: For challenging combination case work and community organization in Voluntary Health Program, Denver, Colorado. No travel. 8479 Survey.

CASEWORK SUPERVISOR: Jewish multiple function agency. Salary range $3600-$4500. 8490 Survey.

CASE WORKERS WANTED for agency engaged in institutional and foster home care for children in the Chicago area. Experience in child or family welfare desirable. Good community resources. Work-study program. Excellent supervision and staff development program. Personnel policy. Salaries range from $1800 to $3000 per year depending upon training and experience. 8478 Survey.

WANTED: Trained, experienced case workers to help develop new program of emergency foster care of Protestant children, New York City. 8477 Survey.

WANTED: Caseworkers. Two vacancies in a Catholic family, adoption, and child care agency. Graduate training required. Salaries according to professional training and skill. Catholic Charities, 317 S. Howard Street, Spokane, Washington.

CASEWORKERS—Catholic Family and Child Care agency has two staff vacancies. Salary according to professional training and experience. Opportunity for advancement. Must have graduate training. Catholic Charities, 418 N. 25th Street, Omaha, Nebraska.

SITUATIONS WANTED

MATURE professionally trained woman, experienced supervisor in family case work, foster home care, also teaching in school of social work, interested in administrative, executive, or case consultant position, in public or private agency in large city. Present salary over $5,000. Will accept salary commensurate with position. 8491 Survey.

YOUNG WOMAN, 2 years experience case worker, 2 years experience industry, seeks position as caseworker, intake interviewer, personnel worker, related fields, before graduate study. 8495 Survey.

NEGRO WOMAN, professionally trained, 10 years' experience as case worker in Public, Family and Children's agency. 600 hours supervised field work. Employed now. Available March 15th. Desires position in East or Mid-West. 8506 Survey.

WOMAN SOCIAL WORKER wants position Director Children's Insitution or similar work. Experience in teaching, group work, FERA, and two institutions. M.A. degree educational psychology. 8508 Survey.

SOCIAL WORKER: Mature woman with long experience family case work, child guidance, Jewish Settlement House, desires interesting and responsible position. Vicinity New York preferred, other localities considered. 8511 Survey.

POSITION AS DIRECTOR OF CHILDRENS' INSTITUTION. Several years experience in administration of Institutions for dependent children. Camp experience as Counselor and Director. College graduate. Male. Unmarried. Good references. 8515 Survey.

POSITION WANTED as director, executive or Field Secretary by young man, Protestant, graduate accredited school social work (MSSW). 11 years' experience, five as case worker and supervisor public agency, six as executive large private agencies. Excellent references. Present salary $5000. 8512 Survey.

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born the year Cornwallis surrendered. His is the story of a dreamer. He dreamed of fire bursting from black stone; he dreamed of ships breasting their way against the swirling rapids of swift waters; he dreamed of far roads and caravans. His dreams were spun with the wiry strands of reality.

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"THEY FOUND THE CHURCH THERE" is a good source book, giving supporting evidence to the effective work done by the Christian missionaries. It is not recommended for the casual reader, but is valuable to the minister or speaker who wants pertinent illustrative material about the value of modern foreign missions.

REV. JAMES C. FLINT
Director, Congregational Christian Service Committee, New York

Directory of Social Organizations (cont.)

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Arlien Johnson, President, Los Angeles, Calif.; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $5. 74th Annual Meeting, April 12-19, 1947, San Francisco, Calif.

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowry, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL JEWISH WELFARE BOARD, 145 East 32 Street, New York 16, N. Y. Frank L. Weil, President; Joseph H. Cohen, Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director. A national agency serving as National Association of Jewish Community Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of armed forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF JEWISH WOMEN, 1819 Broadway, New York 23, N. Y. FIFTY YEARS' SERVICE TO FAITH AND HUMANITY. SERVICE TO FOREIGN BORN—Immigrant aid, port and dock work, naturalization aid Americanization classes, location of relatives in war-separated families. SOCIAL WELFARE AND WAR ACTIVITIES—Council houses and clubs, nurseries, clinics; scholarships, camps, teen-age canteens; work with handicapped. Participation in national wartime programs through educational projects and community activities. EDUCATION DIVISION—Contemporary Jewish affairs, international relations and peace, social legislation. Study groups under national direction keep Jewish women throughout country alert to vital current issues. 215 Senior Sections in United States. 100 Junior and Councilette Sections. 65,000 members.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

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